F73/10

FOOD NEEDS IN EAST AFRICA

HEARING

BEFORE THE

SUBCOMMITTEE ON AFRICA

OF THE

COMMITTEE ON FOREIGN AFFAIRS
HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

SECOND SESSION

JUNE 19, 1980

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FOOD NEEDS IN EAST AFRICA

THURSDAY, JUNE 19, 1980

HOUSE OF REPRESENTATIVES,
COMMITTEE ON FOREIGN AFFAIRS,
SUBCOMMITTEE ON AFRICA,
Washington, D.C.

The subcommittee met at 2:11 p.m., in room 2172, Rayburn House Office Building, Hon. Stephen J. Solarz (chairman of the subcommittee) presiding.

Mr. SOLARZ. The hearing will come to order.

Today the subcommittee will be looking into the problems of famine and food shortages in East Africa.

During the past 3 weeks, at least two major American newspapers have published long articles on the existence of famine conditions and serious food shortages in various parts of East Africa, particularly Uganda.

In that country where former President Idi Amin ruled by terror and repression, nearly 500,000 people in the northern part of the country are desperately short of food and are reported to be on the verge of starvation.

In order to avert an international tragedy in northern Uganda, the U.N. Food and Agriculture Organization has said that some 35,000 metric tons of food are needed immediately. In Kenya and Tanzania, where drought conditions and fertilizer shortages have severely reduced agricultural yields, the governments of both these countries have been forced to increase their food imports.

In today's hearings we hope to get a comprehensive assessment of the current food shortages in East Africa, what has caused them, what we in the United States are doing to provide short-term humanitarian food assistance, and how we can help these African countries increase their long-term agricultural productivity.

The subcommittee will be particularly interested in hearing an assessment from our witnesses of the extent to which, in fact, people living in these areas are in danger of starvation or serious malnutrition and how many people are actually endangered by these additions.

Our witnesses this afternoon will be Mr. Haven North, Deputy Administrator for Africa at AID; Mr. Kenneth Hackett, regional director for sub-Saharan Africa for Catholic Relief Services, and Dr. Ernest Loevinsohn, issues analyst for Bread for the World.

Before calling on Mr. North to begin his testimony, I would like at this point to call upon my very good friend and distinguished colleague from Indiana, Mr. Fithian, who led the successful fight on the floor of the House 2 days ago to amend the supplemental

appropriation bill for fiscal 1980 to include an additional $42 million for title II of the Public Law 480 program.

I think that Mr. Fithian is to be congratulated for an act of parliamentary legerdemain and great humanitarian compassion. He not only resolved that we needed to do more to help hungry people around the world, but he had the ability and the tenacity to figure out a way to do it.

There is, unfortunately, often a great gap between good intentions and the actual implementation of those intentions. Mr. Fithian is one of the few people around this place who can move from the ideal to the implementation of the ideal. He did it very successfully. I take my hat off to him. I gathered he wanted to say something at this time so I yield.

Mr. FITHIAN. After that, Mr. Chairman, I think it ought to be said I just came over to hear you introduce me.

I do want to direct the witnesses' attention to what I know they are thinking about, and they are specialists in their own right and in their own departments and their own agencies. But I think we face a much larger problem, Mr. Chairman, the problem of getting, achieving, administering solidarity in terms of fashioning a national policy that has some semblance of rationale that will get us where we need to go.

I would be remiss if I did not say that the $42 million that we put in day before yesterday will not get us where we need to go, where we desperately need to go, where we are going to have to go. The $42 million merely brings it up to the President's initial request level which was fashioned some months ago. If what I hear is correct from the agencies, things have continued to deteriorate. I am hopeful we can document that today.

I also want to say that my own personal frustration in this continues as of this hour where we are not totally sure that we have the support of the OMB, and though I think the struggle we have been involved in here is clear, we need to have some kind of unifying force in international affairs.

We can no longer tolerate in critical areas, both the emergency humanitarian needs in the world, and the national security needs. if you will. To tolerate two foci, as it were, between the National Security Council and the American State Department will cause American policy to fall between two stools.

I would like permission of the chairman, just so we can document that we did have the support of large portions of the administration on this fight before some other portions of the administration realized we were in the fight and started to oppose us, that we do have the support of Ambassador Palmieri. I have a letter that I would like to introduce into the record.

Mr. SOLARZ. Without objection.

[The letter referred to follows:]

U.S. COORDINATOR FOR REFUGEE AFFAIRS,
Washington, D.C., June 16, 1980.

Hon. FLOYD J. FITHIAN,
Committee on Agriculture,
House of Representatives.

DEAR CONGRESSMAN FITHIAN: I was pleased to learn that you are planning to introduce an amendment to the forthcoming omnibus supplemental appropriations bill to increase the Food for Peace Title II supplemental to the $122.6 million level requested by the President. With ongoing famines affecting Kampuchea, Somalia,

READEX FICHE

Uganda, Ethiopia and many other parts of the world and the pressing food needs of the nearly one million Afghan refugees who have sought refuge in Pakistan, the Administration urgently requires the amount requested by the President for the Food for Peace Title II supplemental.

The Food provided through this supplemental appropriation will be a major portion of the Administration's response to the aforementioned tragic and life threatening situations. Without the full amount of the Title II supplemental, it will be nearly impossible to address in an adequate and timely fashion the pressing needs of these millions of hungry and displaced persons.

I congratulate you on your foresight in offering this amendment. If there is anything I can do to help ensure passage of the amendment, please contact me directly.

Sincerely,

VICTOR H. PALMIERI.

Mr. FITHIAN. I have a letter from Mr. Thomas Ehrlich of the International Development Corporation Agency that I would like submitted.

Mr. SOLARZ. Without objection.

[The letter referred to follows:]

U.N. INTERNATIONAL DEVELOPMENT COOPERATION AGENCY,
Washington, D.C., June 16, 1980.

Hon. FLOYD J. FITHIAN,
House of Representatives.
Washington, D.C.

DEAR CONGRESSMAN FITHIAN: I welcome the opportunity to respond to your inquiry how the additional $42 million which may be added to the fiscal year 1980 supplementary appropriation for the Public Law 480 title II donation program would be used.

As indicated in the attached table, I anticipate these funds would be used to finance shipments of $14.1 million of wheat, rice, corn, sorghum and vegetable oil to five countries in Africa—Mauritania, Somalia, Uganda, Zimbabwe and Gambia—to help meet emergency food needs resulting from a complex of natural disasters and civil disorders. The largest portion of this amount—approximately $7.4 million—is designated to meet the food needs of refugees in Somalia.

In addition, $15.2 million would be used to provide additional food for Afghan refugees in Pakistan and Kampuchean refugees clustered at the Thai border. We estimate that $12.7 million will be required for ocean transportation costs and, in the case of Uganda, delivery from the port of Mombasa, Kenya, to Uganda.

The precise allocation would, of course, depend on an up-dated interagency assessment of needs at the time funding actually becomes available.

If I can be of further assistance, please let me know.

Cordially,

THOMAS EHRLICH, *Director.*

Mr. FITHIAN. And a letter from Assistant Secretary Moose that I submit.

Mr. SOLARZ. We will include that, too.

[The letter referred to follows:]

ASSISTANT SECRETARY OF STATE,
Washington, D.C.

Hon. FLOYD J. FITHIAN,
House of Representatives.
Washington, D.C.

DEAR MR. FITHIAN: I have just learned of your intention to introduce an amendment to the PL-480 Supplemental which would increase the amount designated for Title II emergency food aid by $42 million, in effect restoring the level to that of the original Administration request.

I heartily support your initiative, coming as it does at a time when the overwhelming dimensions of the food crisis in East Africa are becoming more obvious every day. As you know, that situation is rooted in a combination of factors, including drought and civil turmoil. It has resulted in widespread suffering and starvation in at least three countries. In Somalia approximately 700,000 refugees are currently dependent on US food aid for which this supplemental is urgently required. In Uganda, as you will be aware from recent articles in the Washington Post, women and children are starving to death in the northern district of Kara-

moja. There is also starvation in Ethiopia, although its extent has yet to be fully and comprehensively evaluated.

Elsewhere in the region there are serious and growing food shortages in southern Sudan, Kenya, Tanzania, Mozambique and Malawi. If the current pattern of drought worsens or continues to spread it is not inconceivable that some of these countries will also experience famine.

The situations which I have just mentioned are only part of a broader pattern of endemic food emergencies in Africa. We are also faced with severe problems in a number of West African countries, including Gambia, Mali, Mauritania, Senegal and Cameroon (the latter as a result of refugees fleeing strife-torn Chad).

The net result is that the majority of the emergency food aid funds which would be made available by the enhanced supplemental would be devoted to African emergencies. The current need is desperate, and past experience has taught us that the weeks to come will probably reveal that the extent of the human suffering involved is even greater than it now appears to be. Your amendment will give us the minimum means to discharge our responsibilities in line with both our commitment to humanitarian principles and our broader foreign policy interests.

Sincerely,

RICHARD M. MOOSE.

Mr. FITHIAN. It is my hope at this point the Senate will refrain from any attack to reduce this number. I am not sure. My conversation with the two Senators key on the Appropriations Committee over there left me aware that this is not, as we all know, the biggest ticket item in the supplemental budget, but still we are talking about thousands and thousands of hungry people.

Finally, one more observation and then a recommendation that I would like to have some people comment on here today before we quit.

The observation is that the decisions on whether or not we fulfill or we attempt to fulfill the traditional, historic American policy of trying to feed starving people in the world or whether we get hung up, as we are at this moment hung up, it seems, making a choice between selling what I believe would be about one-third of the fuselage of an airplane, or making this $42 million available for food aid.

In other words, we are going to have to make the choice in our foreign affairs in some cases between military hardware that conveys death and destruction, or food that promotes life.

What lies ahead is a difficult road. The numbers are going to be so large as to be numbing. Once numbed with numbers to the point that we feel frustrated, we give up because we simply can't solve such a problem. But, I think this subcommittee and other subcommittees are going to have to wrestle with it.

What I would like to suggest is that the emergencies now apparent are creating some extraordinary gaps in the regular food aid program, and that the farm policy enigma we face offers at least a part of the solution, if not the entire solution. I will not speak to the farm policy because this is the wrong audience I think.

But the need I think is clear. We ought to have a cogently thought out and carefully integrated national policy so that we don't have OMB and the NSC versus the State Department and its regional desks. We can't afford conflicting turf questions. Hopefully some kind of interagency task force could head up in the months to come an integrated effort worldwide and administrationwide so that we would be able to maximize a rational American response.

In Al McDonald's words when I visited with him over at the White House some weeks ago, we have an opportunity to make a real directional shift in the Public Law 480 program, the opportuni-

ty given by the embargo on the one hand and the extraordinary need in the world on the other.

I would hope this subcommittee, under the direction of its energetic chairman, can contribute to the furthering of the idea that we really have to have now, given the dimension of the problem, an integrated, administrationwide, interagency, ad hoc, if you will, concentrate on this measure, otherwise we are just simply going to be totally incapable of dealing with the problem as I see it.

I want to thank the witnesses for coming and for clearly pointing out to us, as I know they are going to, the needs in one part of the world, and I hope that the full committee can look at other groups who are in charge of food aid programs in other parts of the world so this committee can come up with a total picture of what the critical food aid need is in the world because I perceive it to be something, though maybe not unprecedented, that is going to severely test the American resolve and ability.

Mr. SOLARZ. Thank you very much for your observations, Mr. Fithian.

I think the gentleman from Michigan, Mr. Wolpe, has some comments, also, before we begin.

Mr. WOLPE. Thank you, Mr. Chairman.

Very briefly, I was hearing the observations of the gentleman from Indiana as I was walking to my desk just now. I wanted to simply take a moment to associate myself with his remarks and commend him publicly for the extraordinary leadership that he provided on this transfer amendment just in the last couple of days in which he in a very small way, I think, represents an effort to redress the question of priorities within our budgeting process to meet the needs of people who are faced with very real food shortages and problems of starvation in other parts of the world.

I happen to think that is in our national self-interest as well as in the human interest of the peoples to which these food resources would be directed.

I just want to commend him publicly and thank him for his leadership on that effort.

Mr. SOLARZ. I thank the gentleman for his observations. Why don't we get the show on the road now.

Mr. North, if you can begin, I hope you will confine your testimony to about 10 minutes and I would ask the same of the other witnesses so we can maximize the time for questioning.

STATEMENT OF HAVEN NORTH, DEPUTY ADMINISTRATOR FOR AFRICA AT AID, DEPARTMENT OF STATE

Mr. NORTH. Thank you, Mr. Chairman.

First off, let me join in our appreciation of the efforts of Mr. Fithian and yourself and members of the committee on this supplemental. Working on the African programs and following the situation day-by-day in terms of the food requirements, we feel very directly the need and the importance of the additional funds in order to provide the shipments of food which we hope to move immediately after the bill is passed, because the situation is desperate in a number of countries and they do need the food.

I have with me, Mr. Chairman, Miss Hariadene Johnson, Director of the Office of East Africa Affairs, who can deal with some of

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the more detailed questions. Then if you wish to go into more technical areas, we have a staff from the Office of Food for Peace and from the U.S. Department of Agriculture.

I appreciate the opportunity to appear before the committee and discuss the present food crisis in Africa. I think we should look at the east African situation in the context of the African trends.

It is generally agreed that sub-Saharan Africa is the only region in the world where food availability actually declined over the past two decades, both in terms of per capita food production and in terms of per hectare production. Population has increased about 2.7 percent annually in the 1970's while production increased about 1.3 percent annually, leading to an estimated decline in availability of about 1.4 percent annually.

Crop yields in Africa are much lower on the average than on other continents, and holding steady or declining in more cases than increasing. While there are substantial development initiatives in nearly every country there is no solid evidence that the scale and effectiveness of these development efforts will soon reverse the deteriorating food situation.

The Africa Bureau of AID is giving close attention to these and other developments relating to food. About 50 percent of our development assistance program is in the agricultural sector. We seek to work with African governments and other leaders in developing a better understanding of the food situation as related to technical, economic and social factors, and policy frameworks.

USDA is working with AID to prepare an analysis of recent trends, current food balance, resources, and potentials. There are several widely different projections of the food deficits which are being analyzed.

The results of a series of consultations with senior African officials and expert observers concerning their perceptions and views about policy, options, et cetera will be built into our programs. The results of these steps will direct further AID actions to enforce, expand or revise our development strategies and initiatives.

There are critical technical and economic problems to be resolved if these trends are to be reversed.

Technically, it is easy to be misled into thinking that production of food grain in Africa could be easy. The opposite is true.

The fertile and more manageable soils of Africa are confined to high plateaus and river valleys. The remaining tropical soils, because of base formation, heat, torrential rains and leaching, have only limited fertility and little organic matter. When cleared for arable cropping, the thin layer of humus soon disappears.

Replacing fertility by commercial fertilizer is too costly for small farmers and subject to leaching due to low humus levels. Moreover, because of erosion, desertification, overgrazing, and increasing frequency of use, much land in Africa is slowly deteriorating even further.

Tropical insects and diseases are debilitating to animals and plants. Huge tracts of land are unused awaiting removal of these ravages.

Agricultural research and extension, though improving, still are extremely weak in most African countries.

Considering the physical space to be covered, infrastructure is lacking or inadequate. Roads transport and storage are inadequate everywhere.

Left mainly with rather crude hand tools, the small African farmer has only limited capacity to increase production by expanding acreage. Increasing food crops frequently means neglecting arable cash crops. Price and other incentives can scarcely overcome this handicap.

In addition to these factors, there are critical economic and developmental concerns affecting food production. For example:

Intensification of food production through imported inputs must face up to skyrocketing prices. The costs of these inputs rise still further when applied to farming systems where, at best, yields are comparatively low.

Economic pricing policies designed to motivate farmers frequently create new problems if successful. Lack of transport or lack of storage and effective marketing may nullify the pricing effect. Policy linkages are seldom thought of and implemented as a package. Much of the food problem in Africa is on the demand side. Not only are population growth and urbanization increasing rapidly, but the latter shifts food preferences toward rice, wheat—bread—and convenience foods—cans, packages, cartons—and away from the foods that require excessive time for preparation—pounding—and long cooking time. These preferred foods are the ones that are impossible to produce, or at least very difficult to produce, and costs are excessive.

Continuing low productivity in rural areas and unemployment in urban areas stifle the drive toward increased food production. A simultaneous adoption of new technologies in farming and a rise of income and employment in urban areas would do much to solve the food problem.

The potential in Africa is high and these problems can be solved. The developmental investment to do this will be high. Yet the penalty of not addressing these problems is even higher and is measured in human suffering.

Recent events in east and southern Africa highlight the dilemma faced by African governments and donors. These countries, most of which have good natural resources and have had an above average rate of growth, are faced with mass famine and refugee problems, political and social upheaval, and, in real terms, a deterioration in the meager improvements achieved during the last decade.

Governments and donors are forced to direct their resources to these crisis situations to avert disaster rather than planning and implementing solutions to the longer term trends.

The normal margin separating famine from self-sufficiency is dependent upon the weather and the east African countries, including Sudan, Ethiopia, Djibouti, Somalia, Kenya, Uganda, Tanzania, Mozambique, and Angola, now face serious drought. For some countries there have been recent multidonor food assessments to estimate requirements. In other cases, such assessments are now underway. In almost every case it is reported that normal food harvests will be 30 to 50 percent below normal and massive external assistance will be required.

In addition to drought-related problems, the large scale movement of people within and across countries will dictate emergency requirements. Many countries, especially Somalia, Djibouti, Kenya, and Uganda, have nomadic peoples whose normal source of food is cattle—milk and meat. As drought persists, milk supplies disappear and cattle die. People migrate in search of food, expanding the requirement for cereal well beyond the local shortfall in cereal production.

Moreover, political conficts in the area have created large refugee communities which strain the resources of the countries which harbor them. The Somalia-Ethiopian war has currently left Somalia with over 1.5 million refugees, about 40 percent of their original 3.7 million population. The war also disrupted food production in both countries.

The war in Uganda not only disrupted that country's economy, but also created serious economic problems for Tanzania whose forces remain in the country, and Kenya, affected by the smuggling of scarce food across the border.

Zimbabwe faces the task of feeding and resettling some 500,000 to 750,000 returning refugees and displaced people.

At the recent World Food Council Conference held in Arusha, Tanzania, the Council adopted a unanimous appeal which, "expressed deep concern over the critical food shortages currently being experienced in Africa" and appealed to all countries and international agencies to undertake, on a special emergency basis, additional food assistance to several African countries. The Council estimated that food import needs for the coming year in east Africa alone, after current crops are harvested, will be between 1 and 1.5 million tons.

Based on our preliminary examination of the available data, including reports and information available to us from FAO, USDA, and others, we agree.

We have planned for fiscal year 1981 Public Law 480 regular title I and title II programs as shown in the congressional presentation totaling approximately 775,000 metric tons of food, valued at approximately $183 million. Assuming that presently identified emergencies will continue, we can anticipate an additional requirement of 275,000 metric tons of food, valued at about $50 million.

Only a portion of the fiscal year 1981 emergency requirement can be met under the fiscal year 1981 amended Public Law 480 title II budget. If adequate funds are made available for ongoing programs and anticipated emergency requirements, we could expect to ship over the next 12 months of fiscal year 1981 upwards to 1 million metric tons of food to sub-Sahara Africa. The bulk of this food will be for those countries identified in the World Food Conference statement with a heavy concentration in east Africa.

There is a growing awareness among donor and recipient governments of the magnitude and seriousness of these food trends. We have under way the major review previously mentioned with assistance from the U.S. Department of Agriculture.

The FAO is making progress in establishing food security assistance schemes in 11 African countries with assistance from several donors. These programs will include storage, transportation and management assistance as well as food aid. The World Food Coun-

cil has requests from 14 African countries for assistance in developing national food strategies.

We believe that the United States has the opportunity to take a leadership role in addressing one of the major problems of the world. We see this meeting as a chance to explore the ways to seize this opportunity as well as to provide information on specific country problems. We have prepared some background papers for your use and can provide additional information that you may desire.

Mr. Chairman, may I point out that we have provided here a group of tables that will give more statistics and details on the specific countries.

Thank you.

[The information begins on the following page.]

Summary of the Food Situation in Drought Affected East African Countries

Country	Assessment	Mid 1978 population in thousands
Sudan	Weather conditions lowered 1979 harvests and 1980 conditions are below normal. In the south some 100,000 refugees from Uganda strain food supplies, and in other areas, some 300,000 refugees from the Eritrea-Ethiopean war are causing feeding problems.	17,390
Ethiopia	Some good 1980 harvests but several areas hit by serious drought causing sizeable crop and livestock losses. Refugees, war displaced and destitute persons add to some 5,000,000 persons suffering from drought. Officials admit some 2.3 million are totally dependent on Government.	31,011
Djibouti	Persistent drought resulting in water shortage has caused livestock deaths and a movement of nomads from drought stricken area. Additional food requires for about 100,000 persons. Food relief also needed for between 25,000 and 50,000 refugees from the fighting in Ethiopia.	320
Somalia	Below normal rainfall reduced plantings and yields of maize and other cereal crops, as well as pasture for the nomads livestock. Northern and northeastern areas very dry. FAO/WFP staff estimates at least 1.5 million refugees, half in camps, half roaming. Food low.	3,743
Kenya	East Central farming area hit by drought, and the whole country dry at the end of May. Lower 1980 maize and wheat crops necessitate the first maize imports since 1971. Current food situation is difficult as stocks are low and current weather suggests poor future harvests.	15,187
Uganda	Delayed rains in the northeast reduced crops and available grazing. Famine conditions in the Karamoja area. There is need of emergency food for about 485,000 people and current aid delivery has been hampered by internal instability.	12,421
Tanzania	There is drought in the northeast that has been continuing for the last 8 weeks. Currently the maize and wheat stocks are almost exhausted and the current crops are poor.	16,871
Zambia	Current crops are greatly reduced due to drought early in the season and heavy rains at ripening time, making output of maize 270,000 below expectations.	5,295
Mozambique	Dry conditions prevail. Drought in 1979 and earlier, make food situation difficult. There is also a shortage of foreign exchange. Estimates of maize needs for 1980 only partially met by production, commercial imports and food aid pledges.	9,945
Angola	Dry weather and internal disruption to markets make food situation precarious. Grain crops below normal while refugees from Namibia complicate feeding problems.	6,739
Swaziland	Drought in 1979 reduced crops by 60 percent making current import needs at least double imports in a normal year. Food assistance is needed for the vulnerable groups which lack purchasing power.	526
TOTAL		102,058

IMPORT REQUIREMENTS FOR SELECTED AFRICA COUNTRIES

1980 CROP YEAR (METRIC TONS)

COUNTRY	TOTAL REQUIREMENT	PURCHASES/AID	SHORTFALL
DJIBOUTI	22,000	8,900	13,400
ETHIOPIA	390,000	140,600	249,400
KENYA	510,000	313,800	196,200
MOZAMBIQUE	505,000	220,400	284,600
TANZANIA	156,200	146,300	9,900
UGANDA	72,400	10,900	61,500
SUDAN	280,000	274,800	5,200
ZAMBIA	492,000	486,000	6,000
SOMALIA			
Regular	270,000	179,200	90,800
Refugee	158,495	134,526	23,969
GRAND TOTAL	2,856,095		940,969

A.I.D.-PDC/FFP/II
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	Market Gap (1) (1990) (Thousand metric tons of cereals)	Annual Food Production Growth Rate Needed to Close the Market Gap	Historical (1960-75) Food Production Growth Rate	Nutrition Gap (2) (1990) (Thousand metric tons of cereals)	Annual Food Production Growth Rate Needed to Close the Nutrition Gap
I(a)					
Cameroon	No gap projected	-	4.1%	No gap projected.	-
Gambia	21	5%	1.1%	17	7.2%
Somalia	135	3.4%	1.4%	343	7.0%
Tanzania	472	3.7%	3.1%	1,799	5.7%
Upper Volta	533	2.9%	0.3%	605	4.9%
I(b)					
Cape Verde	N.A.	N.A.	N.A.	N.A.	N.A.
Kenya	557	2.9%	1.7%	1,082	4.8%
Mali	760	2.9%	-1.8%	685	5.8%
Mauritania	N.A.	N.A.	N.A.	N.A.	N.A.
Liberia	138	4.0%	0.8%	103	5.8%
Niger	698	3.2%	-0.3%	701	5.6%
Senegal	624	5.1%	1.8%	328	6.3%
Sudan	No gap projected	-	3.9%	2,647	6.4%

(1) Assuming per capita income remains at real 1975 levels
(2) Difference between market demand and 110% of per capita food requirements (judged enough to handle distribution problems.)

Source: Computed from IFPRI* Food Needs of Developing Countries: Projections of Production and Consumption to 1990, Research Report #3, December, 1977.

(*International Food Policy Research Institute)

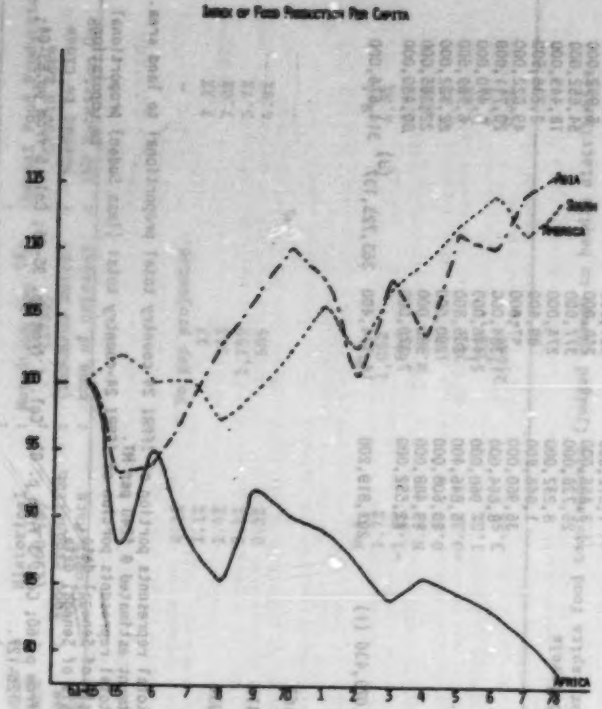
Estimated Investment Requirements for Closing the Food Gap in Sub-Saharan Africa by 1986 (1975 Dollars)

Country	Irrigation Infrastructure	Road Infrastructure	Fertilizer Manufacture (2)	Training	Research & Extension	Storage Improvement
Cameroon	14,800,000		12,864,000	87,000		26,696,000
Gambia	34,000,000		1,512,000	361,000		2,651,000
Somalia	46,200,000		3,456,000	258,000		5,932,000
Tanzania	63,700,000		25,728,000	377,000		54,652,000
Upper Volta	68,800,000		8,232,000	274,000		18,449,000
Cape Verde (4)	19,080,000		1,948,800	88,600		2,236,500
Kenya	14,900,000		36,960,000	47,000		49,822,000
Mali	171,100,000		8,664,000	1,384,000		20,711,000
Mauritania	55,400,000		960,000	2,446,000		1,470,000
Liberia (5)	57,240,000		5,846,400	265,800		6,709,500
Niger	94,600,000		10,608,000	290,000		22,522,000
Senegal	190,800,000		19,488,000	886,000		22,365,000
Sudan	1,440,700,000		72,552,000	7,370,000		80,460,000
TOTALS	2,271,320,000	428,073,430 (1)	208,819,200	14,174,400	363,723,137 (3)	314,676,000
GRAND TOTAL		3,600,786,167				
ANNUAL AVERAGE		240,052,411				
TOTAL INVESTMENT 1975-1986		2,880,628,934				

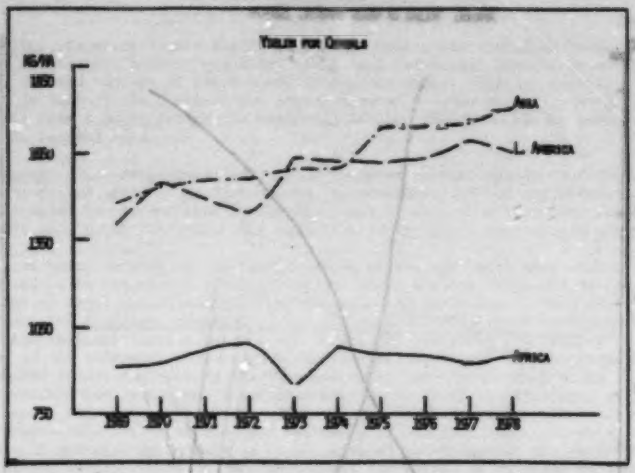
Notes
(1) IFPRI*data by region only. 13-country total represents portion of IFPRI 24 country total proportional to land area.
(2) IFPRI data in terms of tonnages. Investment estimated @ $240 per MT.
(3) IFPRI data by region only. 13-country total represents portion of IFPRI 24-country total (less Sudan) proportional to population.
(4) Estimates pro rated by population on basis of Senegal data.
(5) Estimates pro rated by population on basis of Senegal data.

Source: IFPRI Research Report #10. Col. 2 from p. 60; Col. 3 from p. 81; Col. 4 from pp. 95-96; Col. 5 from pp.63-64; Col. 6 from p. 135; Col. 7 from pp. 126-127.

(*International Food Policy Research Institute)



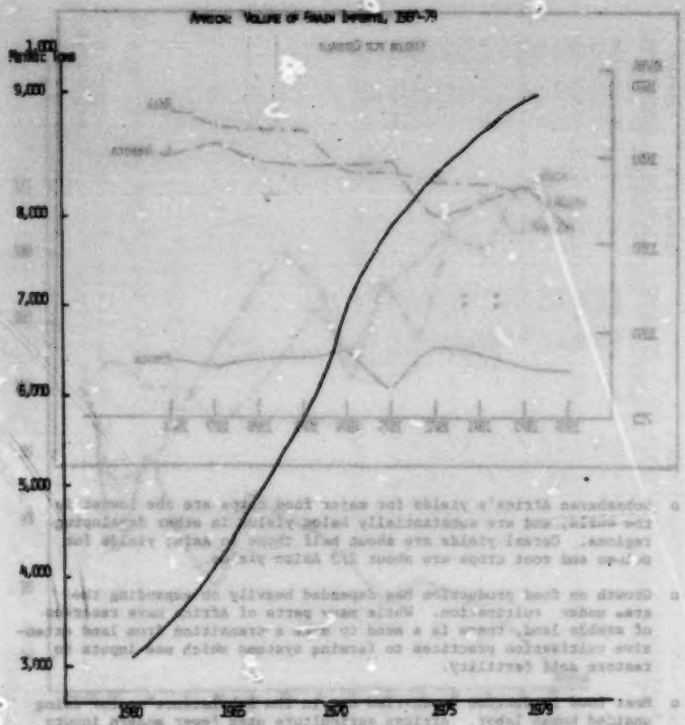
- Subsaharan Africa is the only region in the world where per capita food production has declined over the past 20 years.
- Two factors have contributed to this situation
  - Increasingly rapid population growth; and
  - Relatively stagnant food production.
- The slow growth in domestic food production contributes to:
  - Chronic nutritional deficiencies
  - Increased food imports.



- Subsaharan Africa's yields for major food crops are the lowest in the world, and are substantially below yields in other developing regions. Cereal yields are about half those in Asia; yields for pulses and root crops are about 2/3 Asian yields.

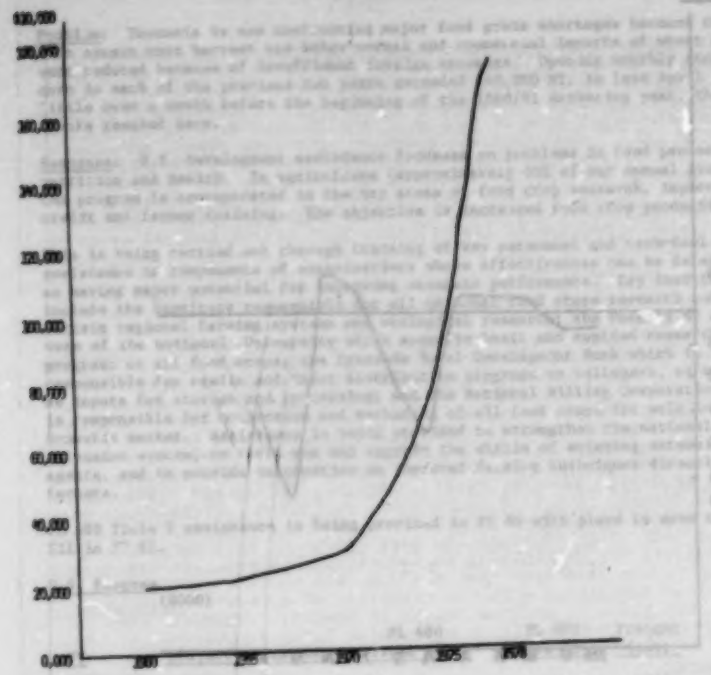
- Growth on food production has depended heavily on expanding the area under cultivation. While many parts of Africa have reserves of arable land, there is a need to make a transition from land extensive cultivation practices to farming systems which use inputs to restore soil fertility.

- Most food production is carried out in the subsistence sector using unaided human labor. African agriculture uses fewer modern inputs than is the case in either Latin America or Africa.



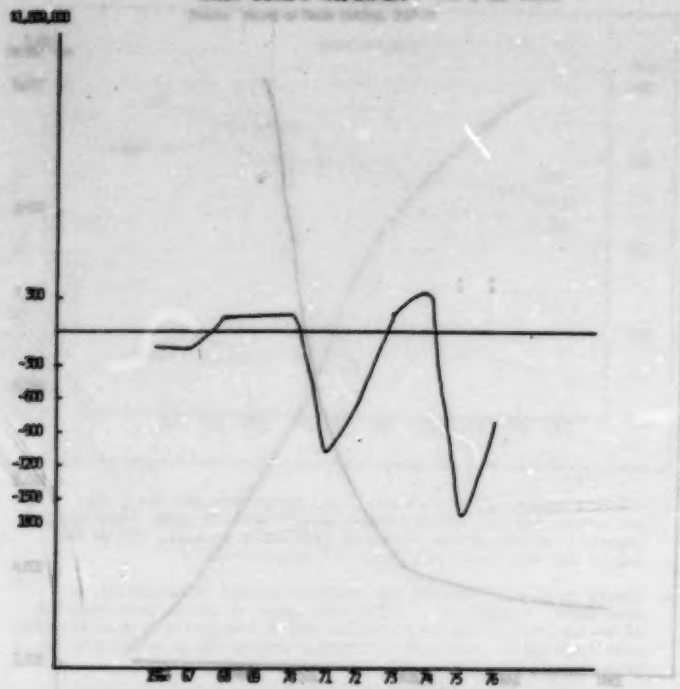
Relatively stagnant domestic food production has led to a substantial increase in grain imports. Between 1960 and 1979, the volume of cereal imports tripled.

The International Food Research Institute (IFPRI) projects based on past that by 1990, African import demand will be 17 million tons annually. FAO, using trends slightly revised upward, forsees an import demand of about 12 million tons. Significant increases in income, without major changes in domestic food production, could push import demand as high as 32 million tons (IFPRI); achieving maximum feasible production could lower the figure to about 7 million tons.



The cost of Africa's grain imports rose ninefold between 1960 and 1978. Wheat which sold for $60 a ton in 1970 cost $179 in 1974, and $162 in 1979. Rice which cost $220 a ton in 1970 cost $624 in 1974 and 446 in 1979.

Even with moderating grain prices, there is a substantial difference between the paying demand for food and food required to assure that each African has enough food to support good health. Estimates (by IFPRI and FAO) indicate that by 1990, between 9 and 13 million tons of cereals a year would be required to close this "nutrition gap."



The balance of payments situation for many African countries has deteriorated, Nigeria is a clear exception.

In part, this reflects the increased cost of food and energy imports. Between 1970 and 1979, the real price of wheat rose 153%, while the real cost of petroleum rose 757%. (USDA Economics and Cooperative Service, International Economics Division).

TANZANIA

Problem: Tanzania is now confronting major food grain shortages because the 1979 main season corn harvest was below normal and commercial imports of wheat and rice were reduced because of insufficient foreign exchange. Opening monthly stocks of corn in each of the previous two years exceeded 140,000 MT; in late April 1980, a little over a month before the beginning of the 1980/81 marketing year, the corn stocks reached zero.

Response: U.S. development assistance focusses on problems in food production, nutrition and health. In agriculture (approximately 60% of our annual program), the program is concentrated in the key areas of food crop research, improved seeds, credit and farmer training. The objective is increased food crop production.

This is being carried out through training of key personnel and technical assistance to components of organizations whose effectiveness can be determined as having major potential for improving economic performance. Key institutions include the Institute responsible for all national food crops research and certain regional farming systems and ecological research; the Faculty of Agriculture of the national University which supports basic and applied research programs on all food crops; the Tanzania Rural Development Bank which is responsible for credit and input distribution programs to villagers, as well as inputs for storage and processing; and the National Milling Corporation which is responsible for collection and marketing of all food crops for sale in the domestic market. Assistance is being provided to strengthen the national extension system, to train new and upgrade the skills of existing extension agents, and to provide information on improved farming techniques directly to farmers.

PL 480 Title I assistance is being provided in FY 80 with plans to move to Title III in FY 81.

U.S. Program

($000)

FY	Project Assistance	PL 480 Title I/III	PL 480 Title II	Freight (est)	Total
FY '79	20,498	-	2,464	740	23,702
FY '80	15,472	7,300	1,600	480	25,052
FY '81	23,402	5,000	4,000	1,200	33,602

KENYA

Problem: Kenya, formerly a net exporter of grain, has suffered from production shortfalls in the past year which rapidly depleted reserves and obliged the Government of Kenya (GOK) to expend scarce foreign exchange on food imports. Shortages will continue (including some of famine intensity in the north-west), through FY 1981. Shortages are reported in maize, wheat, and rice. Maize is the most important single food crop in Kenya (44% of average per capita caloric intake) and has fallen from a production of 2.0 million tonnes in 1978 to 1.3 million in 1979; normally, 60% is consumed on farm. Rice production has remained stable because of its reliance upon irrigation, while wheat has fallen.

Response: The U.S. has focussed its assistance to Kenya on increasing the productivity of its agriculture sector, particularly by small farmers. Over the years efforts have been directed to creating the institutional base for supporting small farm production. The development of hybrid maize appropriate to the growing conditions and constraints faced by poorer farmers was an early effort which is continuing. Research efforts are now being shifted to developing maize varieties and agronomic practices applicable to Kenya's drier areas on which Kenya is becoming increasingly dependent. Assistance has also been directed to improving and expanding upon the extension service, credit programs, and access roads to assist farmers in moving their crops to market. Proposed activities include on-farm storage improvement to reduce the degree of loss after harvests and development of ecologically sound packages for cultivating in low-rainfall areas. It has only been in the past year that the U.S. has provided supplementary food assistance with the exception of a relatively small PL 480 Title II program for child feeding. However, the severity of the food situation prompted a Title I program.

U.S. Program

($000)

FY	Project Assistance	PL 480 Title I/III	PL 480 Title II	Freight (est)	TOTAL
FY'79	16,438	-	1,274	382	18,094
FY'80	28,792	16,900	3,578	1,073	50,343
FY'81	45,260	13,900	3,800	1,140	64,000

UGANDA

Problem: Uganda has been experiencing serious food shortages since last year as a result of the disruption of normal planting patterns by the fighting to oust Idi Amin; the breakdown of the internal distribution system; the fact that large numbers of Ugandan farmers had retreated from the market economy to concentrate their efforts on subsistence farming to provide for their families' own needs; and a severe drought which has particularly affected the northern half of the country. Because of the total breakdown of normal government operations just prior and after the replacement of Amin, there are no reliable statistics documenting the magnitudes of food needs and stocks. In terms of the conditions in northern Uganda, estimates have been made that 450,000 people are being affected by famine or significant food deficits.

Response: The immediate U.S. response to Uganda's extraordinary food situation was to initiate emergency feeding programs, first through a contribution to the World Food Program and then through a program being administered by CARE. These emergency efforts were directed to the people living in the north. At the same time work was begun on preparation of a PL 480 Title I program to be used to meet urban food needs where people do not have access to sufficient quantities of foodstuffs. The bilateral assistance program also was focussed from the beginning on trying to re-generate agriculture production by infusing the system with basic production inputs such as seeds, hoes and other farm implements, and bicycles to assist in transport of goods to and from the farms.

U.S. Programs:

FY	$000 Project Assistance	PL 480 Title I/III	PL 480 Title II	Est. Freight	Total
79	3,000	-	-	-	3,000
80	20,000*	6,000	4,180	1,670	31,850
81	5,000	7,000	N/A	N/A	12,000

MOZAMBIQUE

Problem: Mozambique's agricultural production has suffered major setbacks since independence because of

- The departure of European (mostly Portuguese) farmers and marketing intermediaries drastically reduced food crop production and the efficiency of the domestic food distribution system.

- The unusual series of natural disasters (e.g., flood, storms, drought) have also had a markedly negative impact on modestically produced food supplies.

- The net effect of Mozambique's agricultural production problems has led the nation to heavy dependency on food imports.

Preliminary data indicate that Mozambique's grain imports totalled 340,000 MT in 1978 and 452,500 MT in 1979. Projected import needs for 1980 should be available from the United Nations within three weeks. A recent preliminary U.N. assessment of Mozambique's CY 1980 uncovered food deficit (i.e., calculation included planned commercial imports and firm donor pledges) indicated a need for: 20,000 MT rice, 190,000 MT maize, and 48,500 MT wheat. GPRM estimates that 5 million people in the subsistence sector are facing famine.

Response: Commencing the week of June 15, an FAO assessment mission will be in Mozambique to 1) evaluate agricultural production and production potential, 2) collect meteorological data in the deficit areas, 3) establish firm availability of foodstuffs available through commercial imports and donor pledges, 4) examine the domestic food storage and distribution system, and 5) determine the balance of overall food requirements for 1980/81.

A.I.D. has been invited and will participate in the FAO mission.

U.S. Program: A $5 million, FY 1980, PL 480 Title I food sales agreement, for the purchase of wheat, is now being negotiated with the GPRM. The GPRM's original request for this year was $15 million.

Because of restrictions in the FY 1979 A.I.D. appropriations legislation still valid under the Continuing Resolution, A.I.D. has no bilateral assistance program in Mozambique. Plans had included $3 million in FY 1980 and $9 million in FY 1981, the total amount of which was reserved for assistance to small farmer agricultural production activities.

Mr. SOLARZ. Before I call on our other witnesses, I feel compelled to tell you that I find your testimony very disappointing and totally inadequate. We asked you to testify on a very specific situation. Instead, we were treated to what was essentially an abstract academic analysis of the problems of food production in Africa as a whole. A very small part of your testimony was devoted to the subject of the hearing today.

These hearings are held for our purposes and at our pleasure, not for the purposes of the African Bureau in AID or at its pleasure. I have found, over the 2 years during which I have served as chairman of this subcommittee, that getting your bureau to testify in a responsive and meaningful way about the problems that this subcommittee is concerned with is an exceedingly difficult enterprise.

I must say that, by comparison, our relationship with the African Bureau in the State Department is a much more productive one. We don't always agree with what they have to say, but by and large they respond to our questions and to our concerns by addressing themselves to what we have asked them to address themselves to.

Now I will get back to you during the question period with questions which will hopefully elicit the kind of information which we had asked you to provide presumably in your opening statement in the first place.

I want to say insofar as the future is concerned, if you or your people are asked to testify again, if you have any lingering doubts or ambiguities about what we are interested in, please ask us. We are all very busy people. We have a lot things to do. We simply don't have the time to listen to abstract analyses on questions, however important they may be, that are not related to the particular concerns of the subcommittee at this point.

If we want to have hearings on the problems of food production in Africa as a whole, an entirely legitimate subject, we may very well do this. If you think that would be useful, I would be delighted if you came into my office and made such a suggestion

But we held these hearings in response to an allegation of imminent emergency in east Africa, in two countries in particular, in which, according to reports in the press, there were hundreds of thousands of people who might be in danger of starving to death. After listening to your testimony, I know less about the situation than I did after I finished reading the articles which first alerted me to it.

Mr. Hackett, you are next. We would appreciate it if you could summarize your testimony in 10 minutes.

STATEMENT OF KENNETH HACKETT, REGIONAL DIRECTOR FOR SUB-SAHARAN AFRICA FOR CATHOLIC RELIEF SERVICES

Mr. HACKETT. Thank you. I will try to summarize it.

I am the African regional director for Catholic Relief Services. We operate in 20 countries in Africa. Some of the countries where we operate are in east Africa.

I have recently returned from a 15-country trip through Africa, stopping in Kenya, Ethiopia, Sudan, Djibouti. I have some comments and impressions which I would like to convey on those

particular countries. Most of my comments will be geared toward our specific field of interest which is child nutrition.

We operate development assistance programs geared toward nutrition for children in these particular countries. We also, because of our presence in the country, are able to respond in emergency situations.

In the countries that I did visit in east Africa, the hunger and famine situation is quite severe. I found that this is not a new situation in these countries. Many of them have gone through similar situations in the past, especially over the last 10 years. But this year it seems to be getting significantly worse.

I cannot pinpoint exactly why it is getting worse, but the problems of inflation, transportation, changing governments, civil strife, unrest, all seem to combine in some way to magnify the dimensions of these disasters when there is an environmental disaster such as drought leading to famine.

If I may, I will provide some of my impressions on the various countries, starting with Kenya.

In April we were advised of a very serious situation in the Turkana area of Kenya which is in the northwest. We presently have programs for child nutrition and development assistance in that particular area which has a population of about 170,000 people.

What we see right now is a situation where approximately 40,000 of those people in the northern part of Turkana are most seriously affected. This population is composed of not only the indigenous inhabitants of that area, but some of the Karamojong people who have fled from Uganda for a number of reasons, the drought situation in the Karamoja area as well as the civil unrest.

When the drought hit, it is kind of an endemic situation in the area—it was exacerbated by two other things, there was a cholera epidemic in the area which now has eased a little bit, and second, there was an outbreak of anthrax.

We found on visits up in that area that in an area around Lokichokio all the cattle had died. People were talking about 100-percent devastation of cattle. This same situation seems to pervade the area north of Lodwar.

There are other parts of the country also bad although not quite as serious as the Turkana area. The Marsabit area and the southeastern areas of Kitui are also affected by drought this year. This is a situation that is not new in those areas, but it is serious.

Kenya, itself, is experiencing food shortages. They had in previous years bumper crops, but last year they had a big problem. We are getting reports of people waiting in line for cereal distributions in Nairobi. Kenya is not in a position to solve its food needs from internal sources this year.

We have been able to respond in the Turkana in some measure by providing food assistance from U.S. Government title II, Public Law 480 food as well as from the European Economic Community and will continue to provide food assistance in other areas of the country.

In Ethiopia, a country that I also spent some time in, they have a situation of drought and famine which stretches almost throughout the entire country. Very few sections of the country are unaf-

fected. The rainfall was less than 60 percent of normal during the February and March period and the Government has estimated that something on the order of 5 million people could be affected by a drought situation.

We have always found that a drought situation in the context of east Africa hits the children and the women the hardest. The children are the most susceptible. They don't necessarily die of starvation, except in very severe cases, but they die and are affected by other types of maladies, TB, measles, other diseases, because of decreased resistance. This is the situation found in Ethiopia right now.

The problem exists in the south, southeast Bale and Harerge provinces. There is a shortage and drought in the Tigray and parts of Eritrea as well as some other pockets around the country.

The situation is also exacerbated in certain areas by the military situation, especially in the Ogaden. But in Ethiopia this is also a prolonged situation dating back to the early 1970's. They have never fully recovered from the droughts of the early 1970's.

In Ethiopia we are probably the only American private voluntary agency still remaining in the country. We are providing food assistance to about 60,000 people, concentrated mainly in the Addis Ababa area.

We were recently able to open up another program in the Dire Dawa, Jigiga and Herer area of Harerge province, working with the assistance of Mother Theresa. They are going to expand a program in that area for 3,000 people, mainly focusing on women and children, the most severely hit.

We hope that the U.S. Government will respond to the requests of the Ethiopian Government to provide assistance along with the other international donors. We plan to remain in the country and do whatever we can with the food and financial assistance available to us.

In the case of Djibouti, a country that is virtually a rock desert. There is extremely limited agricultural potential. Some estimates say there is less than 100 acres of agricultural land in the country. To a population of 300,000, indigenous Djiboutians, 33,000 refugees from Ethiopia, and other places have been added.

I would say 15,000 of the refugees live in two camps, in Ali Sabieh and Dikhil right along the Somalia border. Their total existence is tied directly into the food assistance from international agencies such as the U.S. Government, Catholic Relief Services, and UNHCR, WFP. Another 15,000 to 18,000 refugees are spread in the capital and some of the other small towns. Some of them are not registered refugees.

But to intensify the situation, this year there was what the Djiboutians consider to be a drought. It is a country of almost endemic drought, but this year it was extremely severe and 75,000 nomads have been affected because they have had to move out of their traditional lifestyle of pastoral grazing to find water.

We were able, in conjunction with the U.S. Government, on an OFDA grant to provide approximately $150,000 assistance to that nomad population. It is this kind of situation that is going to continue and get worse. The refugees have to be fed. Food assistance is being provided by ourselves, WFP and the U.S. Govern-

ment, but the nomad situation puts a tremendous strain on the country. In summary I don't see the Djibouti situation easing very soon.

The last country in the area that I visited was Sudan. Sudan is a little more difficult for me to explain. Since I do not have as much of a feeling for the country situation. I think my presentation can be divided into two parts.

The southern part of the country which, as you know, is suffering from the aftermaths of the long 17-year war, has not recovered completely. There are drastic food shortages in the area, but nobody seems to have documented them adequately.

The markets in Juba, from what our people say, are virtually empty. Kenya had been providing a main source of food into the southern Sudan, but Kenya stopped all exports some time around January. So you don't find anything. Further, petrol is running about $8.50 a gallon.

The combination of factors of poor infrastructure, high spiraling inflation, petrol prices, all lead to a situation of poor nutritional status of both children and older people in the area.

In the northern part of the country I can only speak from our perspective of child nutrition. We have found that the infant and child mortality rates are extremely high, even in the capital city of Khartoum. We find levels of about 60 percent undernourishment among preschool aged children.

The same situation seems to exist in the other main towns in the northern area. We don't know exactly the reasons for it. Sudan does seem to have good agricultural potential. But possibly it could be tied to the question of infrastructural development, the ability to transport food from the agricultural areas into the cities.

There is hope that the situation is improving in Sudan. I am not sure about the agricultural statistics. I do not have those specific facts and figures, but we do feel that, particularly, the transport situation is improving a bit.

However, there is another element of the situation in northern Sudan which causes us some concern. That is the large influx of the refugees in the area. There we are talking about 400,000 to 500,000 Eritreans who flooded into the eastern section of the country and moved into Khartoum. That puts an additional drain upon the food supply in the country.

From the reports of our people in places like Tanzania, Rwanda, Burundi, the situations are also severe. In Tanzania pockets of famine in various sections of the country exist. Because of the heavy burden of the military situation last year vis-a-vis Uganda, a strain is placed on the economy today.

The government's ability to provide spare parts for tractors and agricultural inputs, have been lessened. We find that the area this year is suffering severely. But this is a situation that has gone on for a long time. And it is a situation we see in other parts of Africa as well.

Last year it was the Sahel, 4 years ago, Zaire. This year it is east Africa and the Horn. This is something that has to be addressed.

I don't particularly have the answer, but I think that the U.S. Government and the people of the United States have to develop a

greater awareness of the situation because it is affecting thousands of lives.

Thank you.

[Mr. Hackett's prepared statement follows:]

PREPARED STATEMENT OF KENNETH HACKETT, REGIONAL DIRECTOR FOR AFRICA, CATHOLIC RELIEF SERVICES—UNITED STATES CATHOLIC CONFERENCE

Mr. Chairman, it is a distinct honor and pleasure to appear here today on behalf of Catholic Relief Services of the United States Catholic Conference (CRS-USCC).

Catholic Relief Services is a private volontary agency, operating assistance programs, in eighty-three countries around the world. In Sub-Sahara Africa, Catholic Relief Services operates full time programs in twenty countries and provided project financial assistance to another seven during 1979.

I am the Sub-Sahara Africa Regional Director of Catholic Relief Services. I have held this position since 1978. My involvement with Africa traces back to 1966 when I served three years with the Peace Corps in Ghana. Subsequently, I spent three years with Catholic Relief Services in Sierra Leone before returning to New York as an assistant in the African Regional Office.

Three weeks ago I returned from a 7 week, fifteen country trip through Africa. During that trip I had an opportunity to visit Sudan, Ethiopia, Djibouti and Kenya, countries of immediate concern to this committee.

Catholic Relief Services has had a long history of involvement with many African countries that stretches back to their independence in the late 50's and early 60's. During the past two decades Catholic Relief Services operations have grown and changed with the changing reality we found in Africa. However, underlying our history of assistance has been a number of very basic motivations.

CRS provides its assistance to communities and individuals without consideration of their religion, political or ethnic affiliation, but based solely upon their situation of need and our ability to address that need with the maximum opportunity provided to individuals and communities to become directly involved in the management and definition of how that assistance should be given.

Through intermediary groups such as village representatives, religious groups, local private organizations such as co-operatives, and local government representatives, CRS identifies the apparent needs and channels our assistance.

In Africa, Catholic Relief Services has a history of involvement in not only medium range human development programs, but also programs of assistance in times of emergency, caused by ecological disaster or civil strife. During 1980, our programs in Africa expanded to attend to a wide variety of emergency situations, from the endemic drought and famine conditions in Mauritania, Senegal, Upper Volta and Ethiopia, to the civil unrest that cause thousands of refugees and displaced people in Ethiopia, Djibouti, Uganda, Rwanda, Zaire and Tanzania.

We estimate that in 1979 the assistance provided by Catholic Relief Services in Africa was approximately $ 73 Million.

On a continuing basis over 1,400,000 families directly benefit from the assistance Catholic Relief Services provides in twenty countries in Africa. Combining all our assistance programs directed to families, children, and communities we estimate that over 2.5 million people benefited on a regular basis.

In Eastern Africa and the Horn, Catholic Relief Services operates programs in Tanzania, Kenya, Ethiopia, Djibouti and Sudan. Our history on involvement in these countries has been long and cordial.

This area of the world has suffered a long history of famine, war, political strife and economic hardship. I will outline CRS's current and planned response to these problems. However, I feel it is necessary to describe how CRS operates in these countries and the type of programs we support.

FOOD AND NUTRITION PROGRAM

CRS believes that the problems of hunger caused by famine, food shortage, or malapportionment of wealth have their most devastating impact on the child. The child in a sense represents an element of wealth, security and joy within the context of the African family. However, the figures on child mortality are devastating. It is estimated that the rural child in these countries has roughly a fifty percent chance of reaching age five.

Our estimate is that the primary cause militating against an improvement in this horribly high rate of mortality is inadequate nutrition. The reason for the lack of adequate diet are many and varied, poor rainfall causing crop loss, low land fertility, pests, low productivity; pricing policies, market access, nutritional/dietary understudying are but only a few.

Significant interventions to improve any of these situations takes time, money and a political will to change.

We feel that one of the basic factors which will affect a change in the nutritional status of the child is the relationship between the economic situation of the family and its ability to improve the diet of the child. Long range programs, while potentially constructive and beneficial, usually do not bring about an immediate improvement in the nutrition of the child.

We feel that one method of improving the economic situation of the family is accomplished by providing a package of food that has an economic value deemed significant by them. But providing a family with what we term a passive economic assistance in the form of food, is still not adequate in and of itself, in our opinion, to cause a nutritional improvement in the child. What is missing is a method of ensuring that the economic benefit accrued by the family is transferred to the child in the form of improved diet. Therefore, the mixture of commodities provided are such as to have a significant nutritional value specifically related to the child. However, even with the adequate nutritional value of the commodities and the significant economic value assessed to them by the family, our experience indicates that we cannot expect improvement in nutritional status of the children. A family, in our experience, will respond to a explicit agreement between the health worker and the mother, directly tied to the economic value of the commodities on the one hand and the improvement of the child's nutrition on the other.

I have attached a Growth Surveillance Chart which serves the dual purpose of monitoring the nutritional status of the children on a periodic basis, and representing an explicit agreement between the mother and the health worker. In other words, the health worker enters into the agreement with the mother which basically states "X" amount of food is provided periodically with a specific economic value on the understanding the the family will improve the level of their childs nutrition.

Within the context of this program the health worker agrees to provide health/nutrition education, and basic medical or referral services. Catholic Relief Services does not operate health centers itself but rather supports existing health or community service programs to establish this type of food aided nutrition activities as supplement to ongoing activities. CRS enters into explicit contractual arrangements with each center. The terms of this contract are that CRS will provide a specified amount of food commodities, child weighing scales, charts, and support to ancillary programs provided that the health workers organize the program with specified rations, and operating methodology.

While this food aid approach has proven to be a relatively cost effective and a nutritionally efficient method of improving the nutrition of children in an immediate way, we recognize the need to support medium range efforts to help improve the economic and social situation of the families in a self-sustainable manner. For this reason CRS provides financial and technical assistance wherever possible to these same groups or communities in other development programs.

Where mothers have been exposed to health education for extended periods, we find requests to assist in agricultural production, local grain storage, improved community water systems, training schemes for village health workers, construction of basic health centers, improvement of schools and a myriad of other community based programs.

EMERGENCIES:

The experience of the Sahel Drought in the 1970's taught us that the most efficient manner of dealing with populations of children devastated by famine was to exploit the existing Food and Nutrition program. Our immediate response should be to provide an adequate amount of food to the child's family to reduce the anxiety caused by the condition of "food insecurity". This condition manifests itself in many different ways. We have seen severe food shortage cause destabilization and displacement of villages and families when they leave in search of food, pasture, or better lands to plant; increases in suicide rates among heads of family; loss of the seed crop and consequent capability to plant; increased suceptability to disease; malaise, apathy, and loss of hope in severe cases.

African community life entails a familial responsibility to feed everyone in immediate family, then the clan, then the tribe. Our access is through the family first in the context of existing programs. Secondly, if the magnitude of the shortage is greater than the capacity of the Food & Nutrition Program to accommodate, alternative programs such as the schools should be used. Third, food for work activity can be exploited either simultaneously for different recipients or as an additional program.

However, it is usually necessary not only to provide food assistance to the recipient child and his immediate family through a structured food distribution program as the Food and Nutrition program described above, but also to provide mass distribution of food in the affected areas. This latter type of program is ordinarily best carried out by the local official relief agency. Mass distribution is deemed necessary to restore the community and extended family granaries so as to alleviate the conditions of food insecurity in the area.

When both programs can be undertaken simultaneously, there exists a high potential for mitigating disaster.

This approach has been explored in some detail in the publication "A Food and Nutrition Program for Drought/Famine Areas"; Field Bulletin #28; C. Capone, M.D.; Catholic Relief Services/Mimeo; 1978.

PROBLEM IN ATTENDING TO HUNGER:

TRANSPORT:

The economic situation of the African Countries, especially of concern to this hearing, has deteriorated within the last few years. Prices for gasoline, foreign exchange restrictions on import of vehicle spare parts, inflation, and heavy debt burdens all contribute to decreasing the host governments ability to provide transport of available food commodities to areas of need.

This factor make it difficult for food assistance agencies to ensure that externally provided food commodities reach their destination in a timely and sufficient manner.

It is our opinion that a specific dollar allocation per ton for transport and management should be made available with each ton of food provided for both emergency programs and programs with developmental goals.

EMERGENCY FOOD ALLOCATION:

When CRS responds to famine situation within a country with food aid, the approved amount of food aid shouldbe allocated in a supplemental grant rather than being drawn from existingprogram stocks. In this manner the effectiveness of the normal program operations will not be impaired and there may be a decreased risk of children and recipients within theses normal programs, being susceptable to famine conditions.

COORDINATION OF FOOD AID DURING FAMINE:

CRS believes that the affected family and community food stocks must be replenished by mass distribution of food. These are best carried out by the official food assistance agency in the country. CRS and other voluntary agencies can assist in directing food assistance to the most nutritionally vulnerable portions of the afflicted populations, offering structured program distributions, and nutritional surveillance of the populations.

Therefore, we believe that in times of famine there must be a coordination of both aspects of the food aid activity - mass distribution to restore community food stores to eliminate food insecurity, and structured food distributions with a method of nutritional surveillance for nutritionally vulnerable members of the population (children and women) to most affected and susceptable groups.

A PERSPECTIVE/RESPONSE:

HUNGER IN KENYA:

The Turkana and West Pokot areas of Kenya, with population estimated at approximately 1.2 million, have suffered from three devastating factors. First, the area of Turkana is extremely arid and experiences almost a yearly drought situation, as is the case this season. Second, the food shortage has been exaggerated by the influx of people from the Karamoja area of Uganda. They are fleeing an even more devastating famine situation exacerbated by the civil and economic instability in Uganda. Estimates on the influx of Ugandans have been as high as 3,000. The vast majority of these people are women and children. Third, an overall decrease in food production in Kenya.

Our Program Director who visited the area in mid April estimated that virtually 100% of the cattle in the Lokichokio area have died. Carcasses were seen on the side of the roads, death caused by both famine, water shortage and an epidemic of anthrax. In areas just north of Lodwar estimates of cattle loss run in the area of 75%

In April a cholera epidemic in the area was causing dozens of reported deaths in Turkana Hospital. Reports this week indicate that the cholera situation has eased. Estimates of food production in Kenya this year are poor. I do not have the specific figures as a comparison to prior years, but newspaper and government statements indicate this as the case. The situation in the area will not be alleviated within the short run due to two primary reasons. The overall food shortage in the country probably will not improve until the next harvest in November/December. The civil and food supply situation in Uganda does not seem to have any short term improvement in sight. Therefore, our conclusion is that external relief assistance will be needed for at least seven months.

CRS RESPONSE:

In late April, as soon as we were appraised on the gravity of the situation, Catholic Relief Services shipped 118 MT of PL 480 Title II wheat and 37.5 MT of European Economic Community milk to Turkana. This amount was hardly adequate to cover distribution needs for the 40,000 hardest hit individuals in Northern Turkana for a 3 week period.

We have also directed 400 MT of Title II food from our existing program which will cover this population till about the end of July, provided other mass distributions are also undertaken simultaneously.

One of the problems we faced in this instance, as in other emergencies, is that the diversion of these 518 MT of PL 480 from our normal program stocks impairs the effectiveness of our non emergency activity. However, we will continue to utilize any and all available food to address this pressing situation.

Additional food supplies will be needed in this area until at least December 1980 but CRS can certainly not ask program beneficiaries in other parts of rural Kenya to forgo an adequate ration of food to cover the intensified need in the North western section of the country. The U.S. Government and other donors have, in our opinion, an obligation to not only continue to maintain current support to food programs in Kenya but also to intensify its assistance by supplementing food aid donations already programmed through voluntary agencies such as CRS and other bilateral programs.

CRS/KENYA PROGRAM STATISTICS

CRS has operated a program in Kenya since 1963. During 1979 and the first six months of 1980 this program was valued at approximately $4.6 Million. We reached approximately 97,000 recipients each month. Out of a population of almost 15 million, Catholic Relief Services is committed to reaching the neediest areas of the country and the areas of poorest child nutrition.

It is our intention to expand the program in 1981 to reach 128,000 recipients by stretching deeper into the North East and North West, as well as the South East. Hopefully we will be able to increase our tonnage utilization to almost 8000 MT in FY'81. We will do this by expanding the number of health, day care, nurseries and child institutions from the 1979 figure of 245 to about 275 throughout, the country. Support from USAID under the Outreach Program, as well as greater local support in the communities has provided the opportunity for this expansion.

HUNGER IN ETHIOPIA:

Catholic Relief Services today in Ethiopia represents the only American Private Voluntary Agency presence in the country.

The situation in terms of famine has been assessed by both CRS a recent multi-donor team, and the Relief and Rehabilitation Commission of the Government of Ethiopia as drastic. Severe famine exists in various sections of the country.

In response to this situation CRS has recently agreed to support a program of food distribution to approximately 3000 recipients through a program managed by the Sisters of Mother Teresa in the Town of Jijiga, Harar and Dire Dawa.

In addition CRS continues to operate a Food & Nutrition program for approximately 60,000 mothers and children monthly in 10 centers in the Shova province (Addis Ababa area) . These centers are run by either Kebele organizations or church groups.

CRS would very much like to expand its program back into Eritrea, Hararge Province and expand its program in South Shova, if food and financial assistance could be made available. The rationale for chosing these areas is that we feel we can exert an adequate amount of supervision so as to obtain nutritional results.

While CRS did not operate a program in Wollo province during 1979 it was our feeling that supervision, accountability and control were not up to our standard. Our assessment is that the same situation would exist in other provinces such as Bale, Ogadon, and Tigray where the famine situation is also assessed to be drastic.

CRS/ETHIOPIA PROGRAM STATISTICS:

CRS reopened its program in Ethiopia in 1974. During 1979 we operated a program valued at $2.3 Million. In conjunction with the Relief and Rehabilitation Commission, local private and church agencies as well as other international agencies CRS was able to benefit almost 117,000 recipients in the Eritrea, Wollo, Tigray and Shoa province.

We were able to ship over 3400 MT of food supplies into the country. Further financial and material assistance in the amount of $575,000 was also provided.

In FY 1981 CRS has programmed a slight increase in the Food & Nutrition Program in the Addis Ababa area and hopes to expand to the outlying areas of Shova province. Further, we hope to increase the program in the Dire Dawa area to reach 20,000 recipients. This will entail a tonnage of PL 480 Title II of approximately 8000 MT.

However, CRS stands ready to expand its program to reach areas of additional need provided we can adequately supervise, exert a degree of accountability and implement our traditional program methodology and, of course, if resources are made available.

HUNGER IN SUDAN:

The vast magnitude of Sudan makes it extremely difficult to generalize on the situation. Further, our operations have previously been concentrated in the Khartoum, Port Sudan and intermediate provinces. These are areas of severe hunger and malnutrition, but they represent only a small dimension of the hunger situation in Sudan.

Let me first address the area I feel is most urgent in need of assistance - The South.

Figures on food supply, malnutrition rates, infant mortality and other indications of nutritional situation are not available to me at present. However, reports from Juba indicate severe food shortages, empty markets and gasoline selling for $8.75 per gallon when it can be found. The transport network has so decayed that food that can be grown for sale in the areas surrounding the main town rarely moves in because of either extremely high cost or poor roads. Food has been imported from Kenya, prior to Kenya's restrictions on exports of essential commodities, at a transport cost of roughly $400 per ton from Nairobi to Juba, or $660/ton from Mombassa to Wau.

While I cannot directly address the problems of hunger, comparative indicators spell a very bad situation with probably extremely high rates of malnutrition and infant and child mortality.

The North, the area I am more familiar with, also has its problems. Transportation has proven to be the major constraint within our program in terms of our ability to extend operations. In CY 1979 we shipped only 792 tons of food to Sudan, while we had programmed over twice that amount. The Gov't. of Sudan's financial inability to cover transport costs, the congestion at the port, and unavailability of rail cars, all contributed to diminish the size of our assistance.

This is in no way an indication that the problems of nutrition among the most vulnerable populations are any less severe than neighboring countries. Our nutritional surveillance figures indicate a very high level of malnutrition among pre-school aged children in all areas both urban and rural.

A Gov't. of Sudan, Ministry of Health recent survey showed that in Khartoum 53% of the children surveyed suffered from some degree of malnutrition and a similar study carried out in Omdurman showed that 84% of the children surveyed were malnourished. In the Port Sudan area a 1972 survey indicated that 66% of the children surveyed were malnourished.

In the Port Sudan area a 1972 survey indicated that 66% of the children surveyed were malnourished.

These indicative figures have provoked our continued and persistent attempts to expand our food assistance program in Sudan. Further the tremendous influx of Eritrean Refugees has placed an even greater strain on the food availability situation.

CRS/SUDAN RESPONSE IN FY 81

Within the last four months there have been some positive signs of an alleviation on the transport problem. First, recent administrative changes indicate that transport responsibility for food assistance can be handled at a provincial rather than central government level. This, I feel, will yield a greater potential for programming Food & Nutrition activity and financing the necessary elements of transport. Second, the road link between Khartoum and Port Sudan has been recently completed. Transport rates have dropped on this route. Third, provincial administrators have agreed to allow program participants to play a greater role in contributing to the costs of maintaining the program.

It is our intention to program Title II in FY 81 for 63,000 recipients in five provinces, Khartoum, Gezira, Kassala, Red Sea and Wadi Halfa Town. We hope that a portion of this program will include some of the Eritrean nationals in these areas. We hope to request USAID assistance for an OUTREACH grant to help underwrite a portion of the expenses associated with this program and to supplement Gov't. of Sudan and local participants contributions.

Subsequent years call for increase to North and South Darfur, and North and South Kordofan.

HUNGER IN TANZANIA:

Although the drought and famine situation in Tanzania is not presently as critical as in other countries in East Africa, irregular rainfall has caused food shortages in the northern regions of Lindi and Kigoma and in the central regions of Singida, Dodoma, Tanga and Shinyanga. The hardship caused by these shortages has been compounded by the deteriorating economic situation in the country which has been brought about by, among other things, the military response to the Uganda situation. Food prices have increased considerably for staples such as wheat, sugar and rice, although the price of corn has been reduced.

Fortunately, food insecurity has not become a critical problem because the national food reserves are believed to still be adequate.

CRS RESPONSE:

CRS currently has no ongoing emergency programs in Tanzania. The agencies main priority in the country continues to be, however, an improvement in the nutritional status of mothers and children, a significant percentage of whom are malnourished. To this end we sponsor the Food and Nutrition Program in health center and day-care centers throughout the country which reach 75,000 recipients.

CRS/TANZANIA PROGRAM STATISTICS:

CRS began its program in Tanzania in 1962. In 1979 the program value was in excess of $2.9 million, including the distribution of 3,974 Metric Tons of Title II Commodities, 231 Metric Tons of medicines and medical supplies and 54 Metric Tons of used clothing.

In addition to the distribution of these supplies and commodities through structured health and socio-economic development programs throughout the country, CRS financed a number of small projects in Tanzania, the most notable of which was the Small Scale Self Reliance Program. This project, which is implemented by 240 Primary Schools in the needier regions of the country, assists local communities in increasing their agricultural productivity by financing and providing technical assistance to locally generated projects in animal traction, dairy, general farming, piggery, goat raising and trade.

In 1980 CRS hopes to reach an additional 40,000 recipients in its Food & Nutrition Program and, at the same time, to improve its administrative capacity and its program effectiveness.

HUNGER IN DJIBOUTI:

Djibouti is faced today with two extremely serious nutrition-related problems, the refugees from Ethiopia and Eritrea (numbering approximately 33,000) and the impact of a prolonged drought on the Nomadic indigenous Djiboutian population.

The first group is composed of refugees fleeing from the Ogaden, numbering approximately 15,000 and accommodated in two camps in the town of Ali Sabieh and Dikhil. Another, roughly 3,000 predominately Eritreans, are settled in Djibouti Township itself. A third group of unregistered peopl of mixed Ethiopian composition, numbering about 15,000 are also settled in Djibouti Town. This represents approximately 10% of the entire population of the country and places a severe burden upon the Government of Djibouti. With limited employment and agricultural or pastoral opportunities, this population of 33,000 are almost completely dependent on the assistance which can be provided by either the Djibouti Government, international agencies, or private agencies such as CRS.

The second group is composed basically of people displaced or destabilized from their normal pastoral lifestyle by the shortage of water and grazing areas. This group is much more difficult to account for, but is estimated in the range of 75,000.

Eighty-five percent of the external refugees are estimated to be women and children. We feel that if the present situation continues in the area, the numbers will continue to grow.

The nutritional status of these populations has not yet been adequately assessed to date. However, available World Health Organization data indicates that infant mortality is running at a rate of 50%.

While Djibouti has been determined to fall within the upper-middle income countries of the world by the Overseas Development Council (The United States and World Development Agenda-1979; Martin McLaughlin, Praeger Publication, 1979), I feel that the GNP per capita is greatly skewed by the proportionately high income of the large number of French Nationals living in Djibouti. Our assessment is that the vast majority of Djiboutian Nationals and refugee population has a disposable income far below the $1940 estimate. Agricultural production is limited to an area no larger than 100 hectares, hardly enough to feed even a small percentage of the population.

With extremely limited potential for agricultural production due to the ecological conditions within the country, and the increased stress placed upon the country's economy by the drought and refugee populations, it is our feelings that continued external food assistance will continue to be needed. However, with independence and greater attention being paid to Djibouti, it is hoped that there will be intensified efforts to develop methods of agricultural production and employment opportunities.

CRS/RESPONSE AND STATISTICS:

CRS reestablished a program in Djibouti in January 1980 to attempt to attend to the vast nutritional problems existing there. During the first six months of the year, CRS was able to provide food assistance to approximately 15,000 refugees living in Ali Sabieh and Dikhil. We were also able to pick up the support to two Food-For-Work activities in these camps, for building of housing (traditional, called Toukouls).

These programs are carried out in conjunction with the National Office for Assistance of Refugees and Needy (ONARS), UNHCR, and L'Association Francaise Les Volunteers. Other donors to these programs, in addition to the U.S. Government's PL 480 Title II Program and financial assistance, have been WFP, EEC and Caritas/Djibouti.

CRS has also established a Food and Nutrition Program for mothers and children in Djibouti Town at four health centers reaching 2500 recipients in May 1980.

CRS has been able to provide over $30,000 for water supply to the affected nomadic population and is working in conjunction with USAID and other European donors as well as the Gov.t of Djibouti to provide additional assistance in excess of $150,000 for food, water and tenting material.

For FY 1981, CRS plans to maintain its assistance to the refugee populations in Ali Sabieh and Dikhil, expand its Food and Nutrition program in Djibouti Town to reach 14-15,000 recipients, develop a School Feeding program in Primary Schools in Djibouti and four other towns within the country to reach 3,500 children . . . . . and increase its Food-for-Work support to cover approximately 5,000 recipients. In addition, if the opportunity avails itself, CRS will attempt to support projects for development of water points and gardening.

Mr. SOLARZ. Thank you very much, Mr. Hackett.
Dr. Loevinsohn?

STATEMENT OF DR. ERNEST LOEVINSOHN, ISSUES ANALYST FOR BREAD FOR THE WORLD

Dr. LOEVINSOHN. Thank you, Mr. Chairman.

I would like to start by saying that we know and appreciate how helpful you gentlemen have been in the recent struggle over the $42 million and the ongoing struggle of the $42 million. That is, of course, directly related to our subject here today since a lot of that money is for east Africa.

I have some information that repeats what the previous two witnesses have said. So I am going to summarize, concentrating on the new information.

First of all, I was glad Mr. Hackett mentioned Ethiopia because it hasn't gotten the same press coverage as the situations in Somalia and Uganda. Our fear is that some 200,000 livestock have already died, which is a leading indicator of further difficulties. At the very least we have 1 million people facing famine.

Church sources in some parts of Ethiopia tell us that the situation is comparable to the starvation of 1973-74. Anyone who remembers the newspaper pictures of that time will know what that means. U.N. officials indicate that Ethiopia needs 150,000 tons of grain and 32,000 tons of other food. So it is a major relief problem not being addressed.

Obviously, CRS is doing what it can, but we have much more than 60,000 people at risk.

Our information on Kenya is that food production is down 40 percent against last year. So there is going to be trouble there in terms of moving food within the country because there just aren't the regional surpluses there sometimes are to make up for details in other regions.

The international response to date to the east Africa situation has been grossly inadequate. You spoke about an imminent catas-

trophe. I am sure things could get worse, but we have hundreds of people dying every day right now.

The United States has been more generous than some countries, but its record could certainly be improved. For example, a recent U.S. aid offer of 29,000 tons of corn for refugees in Somalia was sharply cut back for budgetary reasons. So there was a sudden cut in U.S. corn or pledged U.S. corn despite the fact we had hundreds of refugee children starving at that very time in refugee camps.

The general conclusion is that we really do need to step up, to intensify our relief efforts in east Africa. A sense-of-Congress resolution might nudge the President. He may be set to do something about the situation even without nudging, but I think there really does need to be an intensification of effort.

The previous witnesses have discussed the long-term decline in the food situation. Specifically, if we look at the 1969–71 average as a base, we find that by 1979 per capita food production in Tanzania and Uganda had dropped 12 percent against that base. Kenya was down 14 percent. In Ethiopia, 18 percent. In Somalia per capita food production was down 13 percent from the 1969–71 average.

So that when we have a drought and refugee inflow, we are working from a lower level of food availability. These declines were the result of stagnant food production and rapid population growth.

So I think if you look at this long-term decline you have to ask, since we have been funding aid programs in east Africa for some time, both multilateral and bilateral, are we doing enough? Are we doing the right kind of thing? Neither of these questions is easy to answer.

I definitely do think, however, that we need more money for food and development aid in that area. In this connection, let me emphasize Bread for the World's support for H.R. 6811, which authorizes $3.6 billion for the International Development Association and the African Development Bank.

The second question, "Are we doing the right kind of thing in our east African aid program," is not one which I could hope to answer in a few minutes. But the subcommittee, in its oversight capacity, may want to further investigate whether U.S. development aid funding for east Africa is being used as effectively as possible to improve the lives of the poor.

The per capita decline in food consumption is a result of two things, stagnant food production and increasing population. We know that, to decrease the population growth rate, we have to move more material benefits to the very poor.

When you think about it in those terms, the AID program in east Africa, I don't want to criticize, stands in need of investigation. For example there is a lot of advanced training for Africans in the United States. This is very expensive. For instance, in the Sudan we are talking about spending $20,000 in the fiscal year 1981 program to provide 6 months of American training for one person. I think that deserves investigation. Is that the most effective way to benefit the poor? It may be, but on the face of it, it looks like it needs investigation.

Thank you, Mr. Chairman.

[Mr. Loevinsohn's prepared statement follows:]

PREPARED STATEMENT OF DR. ERNEST LOEVINSOHN, ISSUE ANALYST, BREAD FOR THE WORLD

My name is Ernest Loevinsohn. I am representing Bread for the World. As you may know, Bread for the World is a Christian citizens' movement which seeks to alleviate hunger by influencing public policy.

I would like to thank you, Mr. Chairman, for the opportunity to appear before this Subcommittee to discuss the food situation in East Africa. We know and appreciate how active members of this Subcommittee have been in the struggle against hunger and absolute poverty.

CURRENT SITUATION

The current food situation in East Africa is disastrous. Desperately malnourished children are fighting over scraps, as hundreds of persons die of starvation every day. Somalia is facing unmet needs of approximately 100,000 metric tons of grain this year. Some ¾ of a million refugees, over 90 percent of them women and children, are living in Somali camps. Many die each week of hunger and related causes.

In Kenya, food production is reported down 40 percent. Uganda needs some 72,400 tons of cereals this year, with at least ¾ of these needs so far unmet and famine wreaking havoc in the Karamoja district in the northern part of the country.

The famine in Northern Uganda, and the terrible conditions in the refugee camps in Somalia, have received some publicity. Less attention has been paid to the food situation in Ethiopia.

However, there is massive malnutrition in Ethiopia, caused partly by civil war and partly by drought. Some 200,000 livestock have died. At the very least, one million people are facing famine. Church sources report that in some areas the situation is comparable to the starvation of 1973–1974.

United Nations officials estimate that Ethiopia needs 150,000 tons of grain and 32,000 tons of other food.

INTERNATIONAL RESPONSE

To date, the international response to the East African food crisis has been grossly inadequate, resulting in thousands of people needlessly dying.

The United States has been more generous than some countries, but its record could be improved. For example a recent U.S. aid offer of 29,000 tons of corn for refugees in Somalia was sharply cut back for budgetary reasons, despite the fact that several hundred infants were dying due to starvation in the refugee camps every week.

The desperate situation in East Africa calls for a massive international relief effort. A sense-of-Congress Resolution urging the President to step up efforts to alleviate starvation in East Africa, and perhaps requesting periodic reports on progress achieved could be a useful step toward increased international aid for East Africa. Obviously, adequate appropriations for food and economic aid are also necessary.

LONG-TERM DECLINE IN PER CAPITA FOOD PRODUCTION

Focusing on the immediate crisis in East Africa should not lead us to ignore what is arguably one of the most important changes going on in the world today, the long-term decline in per capita food production in Africa. The current famines are an extreme manifestation of an underlying trend.

If we take the 1969–1971 average as a base, we find that by 1979 per capita food production in Tanzania and Uganda had dropped 12 percent, in Kenya 14 percent, in Ethiopia a terrible 18 per cent. In Somalia, even before the refugees came, per capita food production had dropped 13 percent from the 1969–1971 average. (These are U.N. Food and Agriculture Organization figures.)

These declines were the result of stagnant food production and rapid population growth. The decrease in per capita food production should make us take a sober second look at our East African development aid program. Are we doing enough? Are we doing the right kind of thing?

Given the magnitude of the human suffering involved, it seems clear that we are not doing enough. More funding for food aid and for development aid is needed. In this connection, let me emphasize Bread for the World's support for H.R. 6811, which authorizes $3.6 billion for the International Development Association and the African Development Bank.

The second question, "Are we doing the right kind of thing in our East African aid program?" is not one which I would hope to answer in a few minutes. But the Subcommittee, in its oversight capacity, may wish to further investigate whether U.S. development aid funding for East Africa is being used as effectively as possible

to improve the lives of the poor. (The evidence indicates that such improvements would help to slow population growth.)

For example, a substantial part of the Agency for International Development's East Africa spending goes to provide advanced training for Africans in the U.S. This is very expensive, and there is room for investigation as to whether spending $20,000 to provide 6 months of training in the U.S. for one person (as is done in Sudan project 658-0018) really is the most effective way to benefit the poor, and thus to help prevent the kind of hunger now occurring in East Africa.

Thank you for your attention.

Mr. SOLARZ. Thank you very much.

Gentlemen, you probably all saw the articles in the Washington Post by Jay Ross that have been running recently. In the lead story the headline says "60 Million in East Africa To Go Hungry."

I would appreciate it if each of you could briefly let us know whether you share that assessment. Do you think that the magnitude of the problem in human terms is that great or is this, as bad as the situation may be, a substantial exaggeration?

Mr. North.

Mr. NORTH. Mr. Chairman, I am not in a position to verify the figure of 60 million as such, but certainly it is our impression, in looking at the food situation in the east African countries that we have been discussing, it is that the shortage will be very, very substantial and that the numbers of people who will be suffering from malnutrition will be severe. This will particularly affect the women and children as it often does.

Mr. SOLARZ. If it is not 60 million, can you give me some sense of the magnitude? Are we, in fact, talking about hundreds of thousands? Are we talking about a few million? Are we talking about tens of millions of people who will have a problem getting enough to eat?

Mr. NORTH. In terms of malnutrition, we are talking about tens of millions of people because there is a chronic malnutrition situation.

Mr. SOLARZ. What I am interested in at the moment is the number who are suffering or likely to suffer from malnutrition who were not suffering from it previously because of historic food patterns in the area? In other words, to what extent is there a new emergency?

Mr. NORTH. In terms of critical starvation, I am sure the number is probably somewhat below the 60 million. In Ethiopia we have heard figures ranging from 1.5 to 5 million. We know in Uganda we are talking in the range of upwards to 400,000. I think to put the 60 million in the critical starvation category, is overstating the situation. But certainly malnutrition——

Mr. SOLARZ. How many would you put in the critical, in the possibility of starvation category and how many—or death from related diseases due to malnutrition—and how many would you put simply in the kind of malnutrition category?

Mr. NORTH. I would suggest probably up to 20 million are in a critical situation.

Mr. SOLARZ. In danger of death?

Mr. NORTH. Well, I wouldn't go quite that far. You have to evaluate the situation. The harvests that are coming in, the summer may change that possibility. And there are substantial shipments of food on the way and being distributed. But a sizable

proportion of the 20 million is going to be faced with serious food shortages and perhaps starvation.

Mr. SOLARZ. right. Then there are another 40 million who will be faced with food shortages but who are not in the critical category.

Mr. NORTH. The general estimates are that the populations in the African countries and in east Africa run 80 percent below the minimum FAO food requirements. When you move out of the better-off urban and rural areas into the poor rural and nomadic areas you are talking about populations who get about 50 percent of their minimum caloric requirements.

So in that sense, the poor rural areas where the bulk of these people are, are going to be in a very serious condition.

Mr. SOLARZ. Well, answer the question: What is your estimate of the number of people who are not in the critical category but who nonetheless will be suffering from malnutrition in these east African countries?

Mr. NORTH. From malnutrition, perhaps the 60 million figure would be approximately correct.

Mr. SOLARZ. Well, if that is approximately correct, obviously nobody is going to hold you to it. We are not conducting a census of malnutrition in the area.

What is the total population of these countries: Uganda, Somalia, Sudan, Kenya, six countries, Djibouti, Ethiopia?

Mr. NORTH. The total population would be about 80 million.

Mr. SOLARZ. So two-thirds, you are saying roughly two-thirds of the population of east Africa, will be suffering some form of malnutrition, and possibly one-quarter of the population will be in a very critical category of people who could either die from starvation or related diseases or whose health could be significantly impaired.

Mr. NORTH. Depending on how the harvests come out.

Mr. SOLARZ. Could you have made the same statement a year ago?

What I am trying to get at is to what extent do we in a new situation confront the problems in these countries, that they did not confront 1 year ago or 2 or 3 years ago?

Mr. NORTH. In terms of the total population, and some degree of malnutrition, the figures are not too radically different. When you get into more serious malnutrition conditions, why, the numbers have increased.

Mr. SOLARZ. Can either of the other witnesses answer that question?

In other words, in this critical category, and I would like to know whether you accept this judgment that maybe there are 20 million people who a e in sort of a dangerous zone who may die or suffer serious impairment to their health because of a lack of food, do you sort of accept that estimate in terms of the magnitude, and second, how many of those people would have been equally in danger a year ago?

Mr. HACKETT. My opinion is that I would accept that type of figure. The situation a year ago probably was not as severe.

The situation in some of the countries was severe, as severe, for instance, in Ethiopia.

I do not know about Somalia but probably Djibouti has not improved significantly.

Dr. LOEVINSOHN. Even the so-called normal nutrition is definitely life threatening. You are talking about countries where infant mortality can run 150 per 1,000 live births. That is threatening even at the regular levels of malnutrition. The majority of the sub-Saharan population suffers from malnutrition.

Mr. SOLARZ. I still want to try to get a sense to what extent we are in a new situation. Is it substantially worse this year than it was a year ago?

Dr. LOEVINSOHN. Certainly more dramatic in terms of the concentration of people who are in acute danger of dying.

Mr. SOLARZ. If that is the case, do any of you have any estimate of the total food needs for the area, what the available supply is, from both the projected local harvest, as well as from the projected supplies that would be made available by other countries, and what the resulting shortfall is, both in terms of the actual amount of food and the dollar value of it?

Mr. NORTH. I am not sure I have all of those numbers in terms of the total requirements for the east African countries. For the 1980 crop year more or less, we have a figure of about 2.8 million metric tons.

Mr. SOLARZ. That is for which year?

Mr. NORTH. This is the amount of the food requirement, in addition to domestic production, that has to be met by imports or food aid or some other source.

Mr. SOLARZ. Well, how much is the domestic production?

Mr. NORTH. I am afraid I do not have that.

Mr. SOLARZ. They need 2.8 million metric tons of food above and beyond their domestic production?

If they got that 2.8 million, then everybody would have enough to eat?

Mr. NORTH. Yes; that is probably based on an FAO requirement, as the minimum.

Mr. SOLARZ. OK, so how much of the 2.8 are they expected to get, and in what period of time is this?

Mr. NORTH. This is for the crop year 1980.

Mr. SOLARZ. Well, when does that end?

Mr. NORTH. Roughly our fiscal year 1981.

Mr. SOLARZ. OK.

Mr. NORTH. About 1 million of that is going to be supplied through either direct purchases by the country or aid from various donors.

Mr. SOLARZ. There is roughly a 1 millon ton projected shortfall?

Mr. NORTH. Yes; and this is consistent with the World Food Council's report of 1 to 1½ million tons.

Mr. SOLARZ. Assume that shortfall is not made, what would that translate itself into in terms of additional debts?

Would there be people who will die if that shortfall is not made up?

Mr. NORTH. I would certainly believe so. I could not give you any numbers. It depends a great deal on the distribution arrangements.

Certainly, under the present distribution arrangements, there will be major areas that will not get the food.

Mr. SOLARZ. Please, Mr. North, if there is a 1 million metric ton shortfall, could you give us some rough estimate of the numbers who might die, given the existing distribution system, dozens, thousands, hundreds of thousands? I am trying to get a sense of the dimension of the problem.

Mr. NORTH. Probably in the range of 1 million people.

Mr. SOLARZ. You mean 1 million people might die if this million metric ton shortfall is not made up? That is a pretty dramatic figure. What is being done to make it up? What are we doing, and what have other countries indicated they would do?

Mr. NORTH. We do not have the complete statistics of what other countries are doing. One key part of that immediately is the supplemental which will give us something like nearly 64,000 tons that will be moved immediately in the next couple of months.

Mr. SOLARZ. That is not all for east Africa?

Mr. NORTH. This is the share for east Africa.

Mr. SOLARZ. 64,000.

Mr. NORTH. We are trying to move immediately when we get the bill, or to start shipping this summer.

Mr. SOLARZ. Since we are the major food producer, exporter in the world, if we are providing 64,000 tons, and there is a 1 million metric ton shortfall, it sort of strikes me as inadequate, particularly if 1 million lives hang in the balance, as you say they do.

Mr. NORTH. Well, I am only speaking then of the immediate deliveries.

Then, we have budgeted for east Africa in the 1981 budget about 390,000 tons for east Africa.

I understand that, at least from current practice, and it is hard to project the future of other donors, but that they have in the last year provided approximately the same amount, that we have now scheduled under title I. In addition to that, it would be title II emergency foods. So that something in excess of 400,000 tons would be available out of next year's funding.

Mr. SOLARZ. To avoid these million deaths, they have to get 1 million metric tons in what time period, by when?

Mr. NORTH. This would have to be distributed over the next year, over the next 12 months, but with the major requirement coming after the harvest, say, after the first of the year. From the first of the year to June is roughly what is called the hungry season, and that is the time period.

Mr. SOLARZ. If I understand you correctly, then we are providing about 400,000, we plan to provide about 400,000 metric tons, and the rest of the world will, more or less, match that which still leaves 200,000 metric tons short.

Mr. NORTH. Rough approximations, yes, sir.

Mr. SOLARZ. If your ratio is correct, if 1 million metric tons would result in 1 million deaths, then presumably a shortfall of 200,000 tons would result in 200,000 deaths. Is that arithmetic correct?

Mr. NORTH. Yes.

Mr. SOLARZ. Well, what are we doing to make up the difference then? That is a lot of people to die.

Mr. NORTH. Well, if we meet up to 800,000 tons, and then if we can get some additional supplementary funding, we may be able to, with other donors, meet the requirements.

Mr. SOLARZ. Are we making any efforts, to take this up with other donors?

Mr. NORTH. There have been discussions with the World Food Program.

We have discussed it at the World Food Council meeting in Arusha and we are working with the other donors to meet the requirements.

Mr. FITHIAN. It is always more than a little unpleasant to run over these numbers and talk about deaths. What I suggested earlier, the numbers are going to get so large, that everybody gets a little calloused to this, and I recognize that.

Perhaps this is the wrong panel to be asking the question of, but I cannot help but believe, as I take it, Mr. Hackett's experience is at least cyclical and not ongoing in a personal way. I would like a comment from anybody who has been working on this or knows anything about who is doing what on this. Is what we are doing in the way of either increasing food production in the area, or getting some control of population growth, births in the area, in other words, something more than just the immediate heavy bandaid of 1 million tons of food? I think that our responsibility, as Americans, is to try to meet the urgent situation, the immediate situation as it comes along. We ought to also be working very hard doing the other thing, and that is to try to reduce the endemic nature of this. If this is out of line for the hearing, Mr. Chairman, I will take this question up at a later date. I have some other questions on the specifics here.

Dr. LOEVINSOHN. One of the things I was trying to get at earlier was we do have nominally a lot of programs, in the agriculture, rural development, and nutrition account for this area, so it sounds like we are working on the agricultural situation.

A question which I only want to raise here, is, "Is that money being spent in the most effective way, and in particular, is it benefiting the poorest," because if it is not, you are going to have continued high rates of population growth. You have got Kenya with the highest rate of populaton growth in the world.

Most people think that that is directly related to the degree to which economic benefits reach the poorest segments of the population.

Mr. FITHIAN. Along that same line in some dialog that I have had on North-South groups and so on, a group in 1977, once in a while I get rather discouraged at the kinds of projects that we are asked to get involved in, you know, some perhaps substantial 20th century technology of something or other that is very, very expensive, and I have a sneaking suspicion being a former farmer myself, maybe what we need is a better system of bamboo conveyance for water for irrigation, and we are always in a very difficult bind, because the minute we start talking about, let's go to the basics, we get a great deal of rhetoric and static about not treating people as equals, and that we want to deny them IBM technology or some such thing.

I constantly wrestle with this. To comment upon your question, I am not sure, we have had some panels here on the Foreign Affairs Committee a couple of years ago, we brought in the best of the talent presumably, and they studied whether or not we were doing the proper technological thing, or whether we were off doing something else, and I did not come away from those seminars with any very clear conviction of what we were doing and whether it was or was not proper technology.

Could you comment, Doctor, on any effectiveness at all of birth control?

Dr. LOEVINSOHN. Well, there has been some supposed reluctance to really go in and preach birth control for cultural reasons. The problem is that the indigenous population will not accept birth control without motivation. This is a familiar problem, and what gives them motivation to limit their family size, relatively more equal sharing of wealth. So in other words, we have got pretty much the evidence of what will give them the motivation, and the question is, are we doing anything to give them that motivation?

In reference to what you were saying about intermediate technology, if we are sending people to the United States for training, presumably they are not learning about bamboo conveyances. The more we are talking about U.S. training, the less we are talking about intermediate technology.

Mr. FITHIAN. Let me ask a more specific question relevant to our hearings today.

Let me get some comment on the causes for what seems to be a rapid decline in domestic production.

Are these weather related or nonweather related essentially in east Africa first, and then perhaps beyond drought as a factor, are there other factors that we ought to be considering in a policy way to try to influence here, that may be causing the decrease in food production?

I was rather struck by Mr. North's comparative figures on the population increase as compared to the food production increase in a general sense. Maybe he can break it down for the decline in actual agricultural production, but I have been reading that the first rains did not come, and we are faced with some very serious dips in domestic food production in these areas.

I want to know whether we have generally the right information. If someone could in turn comment on the specifics of what is happening to food production in the last 3 years, 2 years, whatever span of time you have, either figures or general information on it.

Mr. NORTH. Generally throughout Africa, but in east Africa, food production has been relatively stagnant over the last several years. In the case of Kenya, for example, between the years 1964 to 1973 the agricultural sector grew by 5.5 percent.

A lot of that increase was the result of increased acreage, the distribution of the fertile lands, and then the farmers had the new technology, that is new hybrid maize seed and a sufficient distribution of inputs, by and large, so there was a major increase in food production and agricultural growth generally in Kenya.

Then for the period from 1973 to 1978 the agricultural rate of growth was only 2.6, just about half of what it was in the previous period.

Part of this was the result of having used up most of the fertile land. The farmers were beginning to move into the more marginal lands, so production became less efficient and the rate of growth was less rapid. Also new technologies were not being introduced to provide the more efficient production mechanisms, the seeds, the fertilizer, and so on, and Government policies on prices for foodstuffs were not quite as attractive as they had been. Therefore, we find that a whole range of factors, of inadequate research, inadequate distribution of inputs, Government policies that tended to keep farmer prices down in order to keep the consumer prices low in the urban areas, a relatively low priority in budget and foreign exchange allocations to food production per se have resulted in a relatively stagnant agricultural production.

Mr. FITHIAN. As they use up the natural fertility of the soil is there any program to replenish, to get into the fertilizer business?

Mr. NORTH. In various countries there is; of course, in Kenya they use fertilizers on the more progressive farms, but fertilizer costs have gone up, and this has meant government subsidies which have become very burdensome, so the ability to use fertilizer even more extensively is becoming more difficult.

Mr. FITHIAN. In a general sense if we invested $10 million, could we get more food if we had that $10 million, I mean in the long haul, if we invested that in fertilizer?

Mr. NORTH. Excuse me.

Mr. FITHIAN. In other words, getting into the fertilizer aid business as a hedge against next year's malnutrition.

Mr. NORTH. Certainly additional fertilizer would be helpful, but agriculture is a complex system; to provide fertilizer, for example, and the other inputs and to be sure that they get to the farm on time, that the farmers have the improved seeds and the implements, that the prices are correct, so there is an incentive, that there are storage facilities when they do get their surpluses, transportation, the whole complex that has to be addressed together. If you tackle just one item in the system, you may get some sudden spurts of production increases in isolated areas, but the net result would not be a long-term improvement in agricultural production, so you have to look upon it as a system, and try to address those requirements together.

Mr. FITHIAN. Go ahead.

Mr. HACKETT. There are some other apparent reasons for the low production too, and some you mentioned. The environmental factors are definitely a factor. They have a drought this year in a number of areas.

There are other issues such as the civil unrest. People did not plant. They were running away when the soldiers were coming.

The emphasis on cash crops as opposed to staple food crops because of the need for export earnings. It is a complex of issues that brought about the hunger situation in east Africa.

Mr. FITHIAN. Thank you, Mr. Chairman.

Mr. SOLARZ. Thank you very much, Mr. Fithian. I want to briefly recapitulate where I think we stand on this.

Mr. North, is it correct that the east African countries have a projected shortfall of about 1 million tons of food of which we are prepared to, we are planning to provide about 400,000 tons, and we

expect the other donors to provide another 400,000 tons, leaving a real shortfall of about 200,000 tons roughly?

Mr. NORTH. Rough approximation; yes.

Mr. SOLARZ. OK. Now, can we get any assurances from you that the administration will in fact attempt actively to deal with this resultant 200,000 shortfall problem?

Mr. NORTH. Yes; we certainly will make every effort to mobilize on our and other resources.

Mr. SOLARZ. Do you anticipate that this will require a supplement or reprograming?

Mr. NORTH. Depending on how the allocations come out on the worldwide basis on the fiscal year 1981 operating program, it is conceivable that additional funds would be required, but I cannot give you an estimate without having reviewed how we come out on the worldwide budget.

Mr. SOLARZ. Well, let me say that, please consider that this committee, as they say in the diplomatic trade, is seized of the problem, and I hope you will keep us informed of the developments in this.

Mr. FITHIAN. Will the chairman yield?

Mr. SOLARZ. Yes.

Mr. FITHIAN. I wanted to thank the panel. I must dash away, but may I ask Mr. North, the figures that you have there, which you have referred to and quoted from time to time in the answers, do we have a copy of that?

Mr. NORTH. I have provided this committee with a set of tables that deal with the agricultural dimensions and the situation in each country, and both in general and in specific.

Mr. SOLARZ. We will include the relevant tables in the record at this point, and I want to thank you, Mr. North, for providing them to the committee.[1]

Let me ask you finally of this question of indigenous production, do you see any possibility that east Africa can become agriculturally self-sufficient over the course of the next decade, and if so, what would that require?

Mr. NORTH. I think it would be a reasonable prospect that that could be accomplished, if the government themselves are prepared to give it a sufficient priority in their own government allocations and policies, and the donors are prepared to give it a high priority. I think that the potential is there.

Mr. SOLARZ. I was not clear from your colloquy with Mr. Fithian exactly why there has been this dramatic decline in food production in the last few years.

In lay language, I do not represent a farm district like Mr. Fithian.

Mr. NORTH. In its simplest terms, it has been a combination of a lack of priority to food production per se in the development plans and programs, and because they have been in a position to import food to meet their most critical requirements.

Mr. SOLARZ. What does that mean in practical and programmatic terms when you say there is a lack of priority attached to agriculture?

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[1] See p. 10.

Mr. NORTH. They have not put a sufficient allocation of their foreign exchange and budget resources into developing the whole agricultural production system. The institutes for training people, the research programs that produce new technology, the supply of inputs, the development of infrastructure.

Mr. SOLARZ. This was always true, right. It was present as if agricultural production was a high priority a decade ago when the problems were not nearly as bad as they are now?

Mr. NORTH. For one, of course, they have had very rapid population increase that have occurred that I mentioned. Kenya is up to about 4 percent per year which is substantially higher than it was a decade ago.

Also, I think that of course, in earlier periods in Africa, agriculture was looked on as the way people met their own needs and growing surpluses for market and so on was of relatively lesser importance. Now, with the larger populations, growth of incomes, greater urbanization, the demand for food has increased dramatically. During the 1950's and most of the 1960's, this could be met by imports through foreign exchange earnings. But now the costs of the imports, the loss of foreign exchange and exports means that that is no longer a viable approach, so that now they have to shift back again to a more food self-sufficient strategy. We have to mention in east Africa, that weather has been a critical factor. When you get into the marginal areas of food production, weather can tip the scale very dramatically, and there have been also major political disruptions and the massive number of refugees which have disrupted the whole production system.

Mr. SOLARZ. Would this be a fair summary of the testimony the committee has heard this afternoon?

While for the last decade approximately there have been some serious shortages in food supplies in east Africa, that the availability of food in the course of the last year or so, the last several months, has gotten significantly worse as a result of a variety of factors, both long term and short term, including drought, war, refugees, governmental dislocations, accumulated lack of government intention, disruptions in the transportation system, all of which have combined to create a more serious, significantly more serious situation today than the one that existed, you know a year or two ago, even though that was far from perfect as well? Would you agree with that?

Dr. LOEVINSOHN. I agree with that, only sort of a panoply of all possible causes, some of those ought to be stressed more than others. Food production has gone stagnant over the long haul, the aggregate food production has stayed the same. I can give you the figures if you want. While the total production has remained the same, the population has risen dramatically, so that is a much more significant cause than some of the other things which are to some degree minor. That population growth is perhaps the most major consideration.

Mr. SOLARZ. OK, I want to thank the witnesses very much. I think this has been very helpful. It has clarified some of the questions we had, and I hope it has laid the basis for an effective resolution of this problem at least in terms of providing the people of east Africa with the food they will need over the course of the next year. The hearing is adjourned.

[Whereupon, the hearing was adjourned at 3:30 p.m.]

APPENDIX 1

"Famine in Uganda" Statement by the Department of State

Let me begin by saying that there is a drought in East Africa that is affecting parts of Sudan, Ethiopia, Uganda, Kenya, Tanzania and Somalia.

The food situation in the Karamoja region of Uganda, however, is particularly severe because of distribution problems that have been exacerbated by the poor security situation which has prevailed there for the last several months.

The U.S. has programmed approximately $7.6 million, or 20,000 MT, for emergency food shipments to Uganda. Of this amount approximately one-quarter is in Uganda, another one-quarter has been loaded for shipment, and the remaining one-half is on order and should be loaded for shipment by early next month.

In addition to these direct shipments of food, the U.S. has also provided $138,000 to finance the air shipment of UN food to Uganda and has offered to pay for additional shipments of UN food.

The Administration has also asked the Congress for a PL 480 supplemental appropriation which contains some $1 million for Uganda.

We will continue to monitor the food situation in Uganda and to work with the UN and other donors to help relieve this terrible human tragedy.

FYI: CARE, which distributes our emergency food in Uganda, is considering pulling out of Uganda unless the government there promises better security for its workers. Two local CARE workers were killed by Ugandan Army personnel two weeks ago. The UN's World Food Program has similar concerns about security, its workers have been beaten and their food stolen, and may have to stop distributing food because of security problems.

APPENDIX 2

"THE FOOD SITUATION IN UGANDA"

(By Martha Honey)

A recent comprehensive field study of Tanzania's food situation revealed that, due to drought, this year's harvest will be 40 per cent below normal. Further it is projected that less than one-quarter of the required amount of maize, the staple food of most Tanzanians, can be procured domestically.

As a result Tanzania is being forced to use its scarce foreign exchange to buy maize on the open market. It is also continuing to appeal for foreign food assistance.

According to diplomatic sources, the still confidential study done by the Food and Agriculture Organization (FAC) for Tanzania's Ministry of Agriculture, found seven regions are, this year, food deficit areas, meaning the government is having to send in food shipments.

The FAO report estimates that only 87,000 metric tons of maize can be purchased domestically. Tanzania's annual maize requirement is 376,000 tons. The shortfall—289,000 tons—must be made up through imports.

These findings have been confirmed in general terms by Tanzanian President Julius Nyerere and the Ministry of Agriculture officials who, in recent speeches, have warned that there is a food shortage and pledged that no effort will be spared to make up the shortfall. Nyerere even went as far as to say that despite a hitherto strictly enforced trade boycott, Tanzania would now consider, if necessary, buying food from South Africa.

Speaking at a July 7th Peasants' Day rally in the Southern Tanzanian town of Songea, Nyerere stated, "If I were told that Tanzania had no shoes, and the only place I could get them were South Africa, I would not order any. But", he continued, "If I were told that Tanzania had no food, and that I could not get it anywhere else except from South Africa, I would buy it."

Ironically last year Tanzania imported no food, and in fact, exported some grains thought to be in surplus. But in February this year the government suddenly realized the country was short of basic foods and an emergency appeal was sent out to a dozen or so aid donor countries for maize, wheat and rice.

The response so far has been only fair, and includes, for the current fiscal year, promises of between 60,000–100,000 tons of maize.

Minister of Agriculture John Malecela stated in an interview that the EEC countries, Holland, Canada, Australia, Yugoslavia and Japan have all pledged to send food aid. "But we are still seeking additional assistance", he said.

Two months ago Tanzania was forced to purchase 48,000 tons of U.S. maize on the open market, reportedly borrowing the money at a very high interest rate. Earlier this month the government put out a tender for the purchase of another 171,000 tons of Maize.

"This is the low end of what they think they will need" to avoid starvation, said one knowledgeable source.

This latest purchase will cost about 27M dollars. Already Tanzania has 250M dollars in outstanding debts for imports.

Malecela stressed, "Unlike in other parts of East Africa we don't really have famine conditions here. People are not dying of hunger. But it's a foreign exchange crisis."

Diplomatic sources concur, stating that the Ministry seems to be moving quickly enough to avoid famine. "But we're still treating it as a very serious situation," stated one Western diplomat. "Tanzania doesn't have the foreign exchange. They will get it. It will simply mean the hospitals will have to do without bandages and the factories without raw materials."

Further, these sources say, with parliamentary and presidental elections in October, food shortages are certain to have political ramifications. "In an election year they don't want to tell peasants to eat cassava."

In many areas, however, peasants are doing just that. With maize, wheat and rice unavailable, villagers are forced to eat less preferred, but drought resistant crops such as cassava, millet and sorghum.

In some places even stocks of these are depleted. In Bagamoyo district and around Dar es Salaam, many people, including school children, have turned to charcoal to get money to buy food. Deforestation is becoming a serious problem.

Others, whose crops have failed, are coming to live with relatives in the towns, thus further straining urban food supplies.

Some villagers are reportedly buying food with money they had been saving for communal projects such as building a school or buying a tractor. In Mwanza Region, one expert reported that many peasants are only eating every other day.

Diplomatic sources say Tanzania is hoping that the U.S. in particular will come forward with additional grants of maize, thus allowing Tanzania to cut down on its purchases of food. Congress is presently considering additional food aid to the drought stricken countries of East Africa.

In addition the Ministry of Agriculture is undertaking two major internal reforms to improve food production. One measure, announced over the weekend, is that the government will pay peasants more for their food and cash crops during the 1981/2 season in an atempt to stimulate production.

Second, the Ministry, with assistance from the World Bank, Britain, the U.S. and the Netherlands, is constructing additional food storage facilities throughout the country. Malecela stated that because of inadequate storage facilities Tanzania has been unable to stockpile its surpluses from good years to cover years of poor harvest such as this. Now Tanzania is setting up a national strategic food reserve to store 100,000 tons of grain for emergency purposes.

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